DOCUMENT RESUME

ED 100 453 JC 750 082

AUTHOR	Kintzer, Frederick C., Ed.
TITLE	National Conference on Community Colleges: Educational Future in a Changing Environment (Converting Concepts Into Practice). Occasional Report No. 20.
INSTITUTION	California Univ., Los Angeles. Junior Coll. Leadership Program.
SPONS AGENCY	American Association of Community and Junior Colleges, Washington, D.C.
PUB DATE	75
NOTE	116p.; Report of Conference held July 15-16, 1974
EDRS PRICE	MF-$0.75 HC-$5.40 PLUS POSTAGE
DESCRIPTORS	Administrator Role; *College Role; *Conference Reports; Continuous Learning; *Educational Accountability; Educational Objectives; *Educational Trends; Inservice Teacher Education; *Junior Colleges; Junior College Students; Minority Groups; Outreach Programs; Student Centered Curriculum; Student Teacher Relationship
IDENTIFIERS	*Los Angeles Community College District; Management Responsibility Guide; MRG

ABSTRACT

A recent American Association of Community and Junior Colleges (AACJC) major directive calls for 2-year colleges to become community-based and performance-oriented. This document presents papers written by 13 community college leaders describing methods of implementing this directive and ways of changing the institutions to meet the demands of nontraditional students and steady-state situations. Faculty inservice training, goal priorities, accountability and evaluation, student recruitment, outreach programs, student-oriented learning, and life-long learning are the major topics discussed. The need for accurate definitions of purpose and intent emerges as the overall theme. Also included are papers concerning the efforts of East Los Angeles College to meet the needs of its minority students, Los Angeles Community College District's proposal for a "Tenth Dimension" College--an outreach program to discover, develop, and deliver nontraditional studies, an account of East Los Angeles College's success with employing a management consultant for streamlining administrative efforts, and a detailed description of the Management Responsibility (MRG) process used by that consultant. (DC)

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National Conference on Community Colleges: Educational Future in a Changing Environment (Converting Concepts into Practice)

A Report of a Conference Sponsored by the UCLA Community College Leadership Program and the American Association of Community and Junior Colleges

July 15-16, 1974

Edited by Frederick C. Kintzer

Occasional Report No. 20

Community College Leadership Program
Graduate School of Education
University of California, Los Angeles

January 1975

JC 750 082

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FOREWORD

With the selection of the title for the 1974 National Conference, "Community Colleges: Educational Future in a Changing Environment," the Planning Committee recognized the emerging need for reform in organization and practice of community college education. In making its decision, the Committee indicated its support of the American Association of Community and Junior College's major direction announced early in 1974 by the Association's President, Edmund J. Gleazer, Jr.--to help community and junior colleges become community-based and performance-oriented.[1]

The Conference, co-sponsored by the UCLA Community College Leadership Program and the American Association of Community and Junior Colleges, offered a national audience a chance to react to papers presented, as well as working sessions for community college teams to build 1974-1975 action plans.

The role of the community college in life-long learning and global education--responsibility for providing educational experiences throughout one's life span in the wider classroom of the community--was a central focus of the Conference. Despite their potential leadership role, only a handful of community colleges have developed plans to implement these concepts. As described by one of the Conference planners, students should be able to proceed self-paced along the continuum of life-long learning. Community colleges should provide "a wide array of instructional resources, not only through the school environment, but also through other agencies in the community."[2] In other words, college-based education should be supplanted by a community-based orientation to acquire a greater breadth of educational experiences.

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[1] Gleazer, Edmund J., Jr. "After the Boom: What Now for the Community Colleges?" Community and Junior College Journal. 44:4, 1974, pp. 6-11.

[2] Benson, Ellis, M. "San Diego Mesa College President's Report - 1973-1974," p. 1.

The second major emphasis was performance-orientation of postsecondary education.

As a defensible rationale for becoming more performance-based in educational practice, Gleazer referred to the 1971 ruling by Chief Justice Warren Burger (in Griggs vs. Duke Power Company), "Any school degree required or test given to prospective employees must measure 'The Man for the Job,' not 'The Man in the Abstract.'" Developing specific skills and techniques for effective use of outcome measures, Gleazer concludes, is essential if higher education is to have meaning in a changing environment. Such techniques include: translating student interests into specific objectives, developing objectives having operational utility and summarizing and analyzing results for managerial purposes.

To advance the concepts of community-based and performance-oriented education, Gleazer envisioned the establishment of a system of six regional institutional development centers in different sections of the country. These centers, located near existing community colleges, would concentrate on such specific assignments as: assessing community educational needs, designing responsive community education programs, and measuring and reporting outcomes. The centers would work on in-service staff development programs for trustees, administrators, faculty, and classified staff, and would also be engaged in research and analysis of the policy framework in which institutions function. The centers, as viewed by Gleazer, would relate closely to nearby two-year colleges and would use resources provided by universities and other senior institutions in the immediate area.

As for the anticipated close working relationship between centers and universities, the Council of Universities and Colleges, an organization of senior institutional representatives affiliated with AACJC, has recently established a task force to develop plans for the continuing education of community college personnel. This national committee headed by Jane Matson (who also chaired the second session of this National Conference) will give particular attention to the Community College Center development and devise ways to maximize cooperation with the Association.

The Conference Planning Committee expresses appreciation to those who prepared and delivered papers, chaired sessions, and served on symposia. Special recognition is given to Gary L. Riley who agreed to include with

his manuscript a summary of the Conference. Special thanks is due the staff of the ERIC Clearinghouse for Junior Colleges for providing information on Clearinghouse services and other materials, and to Jossey-Bass Publishers, Inc. for the book display. The Committee also wishes to thank Ralph Nair for recording assistance, Ruth Kintzer and Virginia Stewart for help in registration, and Hazel Horn for editorial services.

Frederick C. Kintzer

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Edmund J. Gleazer, Jr.

COMMUNITY EDUCATION: CONVERTING CONCEPTS INTO PRACTICE

The subtitle of this conference is appropriate. No one really opposes prognostications and futurism, as implied in the general theme, but preoccupation with the future often seems positively related to the complexity of the problems at hand. The tougher the problem at hand, the keener the interest in the crystal ball. There must be some significance to the impression that utopian thinkers so often construct their visions of the ideal society in some distant land or at some distant time. This paper speaks to the need to convert concepts into practice, and addresses four points in concrete terms that are critical to application of the concepts; namely:

1. the February 1973 recommendation from the Joint Committee on the Master Plan for Higher Education that the California Cooperative University be established to have primary responsibility for planning and coordinating off-campus programs and authorized to offer its own programs and award credits and degrees
2. a possible answer to the question "What business are we in?"
3. if even the form of the proposed answer is acceptable, the possibility that the community colleges in California and elsewhere are largely part of a captive enterprise
4. some proposed specific avenues to pursue.

THE CALIFORNIA COOPERATIVE UNIVERSITY

In the spring '74 issue of Catalyst, an article reports on the recommendations of the Joint Committee on the Master Plan for Higher Education in California. It begins with the assertion that "the basic delivery system of higher education was developed in the late 19th and early 20th centuries and has remained basically uncharged. . . ." The report declares that many people who have interest in and need for educational opportunities are not now being served and not inclined to turn to the conventional colleges and universities. Therefore the report states that:

> We believe California should commit itself to extended learning where there is a need and clientele for this type of educational service. We have concluded that a statewide integrated effort is likely to be more effective than a fragmented effort with each segment defining its own goals and interests. We propose that a fourth public segment (in addition to the community colleges, state colleges and universities, and the University of California), the California Cooperative University, be established in California. It should have the primary responsibility for planning and coordinating off-campus programs and should be authorized to offer its own programs and award credits and degrees.

The Committee acknowledged a possible lack of enthusiastic support from leaders in the higher education community, but maintained that the expertise of the staffs and faculties of the University of California and California State University was in conventional classroom education, and that there was little interest on the part of the faculties in external programs, but that the faculties would control such programs. They further saw little evidence of joint planning or cooperation among the universities and colleges and that the segmental organization of California higher education seemed inappropriate to many of the new approaches. Such constraints were mentioned as the separation of lower and upper division, which was not likely to facilitate nontraditional learning.

Many of the points made by the Committee are sound (in fact there is much to agree with), but, in spite of its analysis, we must ask if the problem is really with the system or with our heads. Recently the Wall Street Journal (read for uplift and entertainment) referred to E. R. Squibb and Sons and recalled an earlier experience with that company. In 1950 Squibb Pharmaceutical had 100% of its sales in drugs. It was experiencing declining profits in spite of rising sales, because of increased regulation by FDA and the unfortunate results with thalidomide. The leadership of the company asked what they had to work with: (1) a good name with the consumer, and (2) distribution outlets in every drug store. Today less than 25% of the sales come from drugs; profits continue to rise. They are in the consumer goods industry with toothpaste, tooth brushes, weight reduction pills, and other non-prescription products. This came about through analysis of the market, the environment, their strengths and weaknesses, and changes in a few basic policies. Is our problem with the system? In some respects, perhaps, but primarily with some heads.

To take the analogy a bit further--suppose some regulatory agency at that time had seen a need for a class of companies not solely dependent on their ability to produce and sell drugs, reasoning that they would not be so anxious to get products like thalidomide on the market. Suppose further that they sought, through anti-trust laws, to prevent the Squibbs of the world from diversifying. If you follow this argument, you will see that, in spite of the wealth of points to agree with in the Committee's analysis, the proposed action is a destructive one whose cost would be immense in only a decade. Moreover, this alternative appears to be chosen on the basis of an incomplete reading of why postsecondary education has not run as rapidly in the direction of "lifelong learning" and "nontraditional study" as many wish.

Granted that change is needed in educational institutions to match societal change, do we need a revitalization movement or do we abandon present structures as disposables? For any revitalization movement to take place, education must be seen as an organic whole. What is the community college's part of that whole?

How Do We Define Our Field? In a recent paper, "After the Boom--What Now for Community Colleges?," I described briefly the dramatic development of five hundred new community colleges in the Sixties, a period with which we are all acquainted.

For many reasons the Seventies are quite different from the Sixties: public attitudes toward the value of postsecondary education are changing, there is more "stop-out," consumerism is in the air, composition of age groups is changing, the number of high school graduates is declining (or soon will be), the number of older people is increasing, classrooms and residence halls are unoccupied in some parts of the country, inflation destroys resources, and "steady-state" has become part of our vocabulary. Community colleges are now in a far more competitive environment than that of the Sixties and, obviously, their plans cannot be based on the experience and data of that decade. In this new and different period, it is essential that the changed environment be acknowledged and dealt with. One of the most important questions, if not the basic one, is who the community college is to serve. Is it to be defined in terms of the conventional academic

model or is it something different? How do we define our field? Theodore Levitt, in his article "Marketing Myopia,"[1] maintains that every major industry was once a growth industry. Community colleges were certainly that through the Sixties, but if now we define our business as community colleges, are we likely to suffer the experiences of the railroads (they defined their business as railroads rather than transportation), the near escape of the motion pictures, or the fate of grocery stores in their takeover by the supermarkets? Is our field community colleges or something broader?

To get back to Squibb--what is the market? What is the environment? What are our strengths and weaknesses? Do we have marketing myopia? What do the people want? Is there anything wrong with asking that question? In a recent book by Peter Drucker:[2]

> Despite the emphasis on marketing and the marketing approach, marketing is still rhetoric rather than reality in far too many businesses. "Consumerism" proves this, for what consumerism demands of business is that it actually market. It demands that business start out with the needs, the realities, the values of the customer. It demands that business define its goal as the satisfaction of customer needs. It demands that business base its reward on its contribution to the customer. . . . Consumerism will force businesses to become market-focused in their actions as well as in their pronouncements.
>
> Above all, consumerism should dispel the confusion that largely explains why there has been so little real marketing. When managers speak of marketing, they usually mean the organized performance of all <u>selling</u> functions. This is still selling. It still starts out with "our products." It still looks for "our market." True marketing starts out the way Sears starts out--with the customer, his demographics, his realities, his needs, his values. It does not ask, "What do we want to sell?" It asks, "What does the customer want to buy?" It does not say, "This is what our product or service does." It says, "These are the satisfactions the customer looks for, values, and needs . . . . The aim of marketing is to make selling superfluous. The aim of marketing is to know and understand the customer so well that the product or service fits him and sells itself." IBM took over the market in the computer field as a Johnny-come-lately because the

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[1] Levitt, Theodore. "Marketing Myopia." <u>Harvard Business Review</u>, July-August 1960.

[2] Drucker, Peter F. <u>Management: Tasks, Responsibilities, Practices</u>, (New York, Harper and Row, 1974), p. 64.

technological leaders were product-focused and technology-focused while the punch-card salesmen who ran IBM asked: "Who is the customer? What is value for him? How does he buy? And, what does he need?"

In an earlier paper, I suggested that, instead of challenging the citizens to storm these institutions of higher education for their prizes, this community-based institution start with the "customers needs." Suppose the approach were to "create value-satisfying goods and services that consumers will want to buy?" What kind of needs would we find? Incidentally, some academic friends will question the use of the terms "market," "customers," and "consumers," and the concept of educational institutions that are "consumer-oriented." One basic issue is the estimate that academicians place on people in our society to make their own decisions about what is of value to them. Our counseling approaches insist that the individual must eventually make his own decisions. We also say that nobody can learn for somebody else, that eventually it is the learner who must decide. Do our institutions then just do what people in the community want them to do? It is not an automatic response, but is similar to the counseling process. The student decides. He chooses his goals, plans his approach, but does it in a context of information made available by the institution and with professional assistance in clarifying options and projecting results. Finally, the services offered by the institution will be guided by the goals of that institution. That dreaded malady, "being all things to all people," will be kept under control when the college program is data-based, objectives are clearly stated, a comprehensive plan is understood and supported by the community, the need for resources is justified, and their effective use is demonstrated. What "customer" needs are emerging?

Career Development. This would surely be one. People of all ages are pursuing a search that begins with the question "What are you going to be when you grow up?" People of the community continue to need information on job opportunities, requirements for job entry, and possibilities and requirements for upgrading or retraining. They also need ways to identify their own interests, aptitudes, and potential and to find out where job placement services are available. Such interests and needs are no longer confined to high school and college-age students, but are life-long. Can the community-based postsecondary institution be responsive to them?

Individual Development. No one questions the need for this. Young people, seeking a sense of identity, look for help to cross that uncertain threshold to adulthood in a society in motion. One of the most serious problems facing us, we are told, is the mounting incidence of mental and emotional disorganization. Can a community-based educational institution provide responses to individual feelings of anonymity and alienation? Can it help the individual establish and achieve personal goals? How does the community college do this during the individual's lifetime? in the transition from youth to adulthood? next, with the questions, concerns, and anxieties of the individual in mid-career? and later, with the older individual anticipating retirement and adjustments to the problems and possibilities of age? Are there any clues to service in the report that 26 years from now 50% of the people in this country will be over 50 and that one in three will be 65 or older?

Family Development. We may find community needs for services here. Most adults carry responsibilities for family life, a most complex assignment, with a minimum of organized preparation for the various roles played. With the extent of family disorganization amply documented, how can community colleges contribute toward lessening it?

There are needs for institutional services. For example, demands are placed on governmental agencies (local, state, and federal) to improve the delivery of services through extensive programs to upgrade existing employees and to improve training and educational opportunities for new employees. Under federal revenue sharing, funds are available to state and local governments for allocation to community priorities, which may be used to improve the quality of the delivery system in state and local governments.

Is there a need for a sense of community? Ours is a transient population, a third of the country moving each year. There are ethnic, social, and economic differences among people. At one time, the church was a community organization for bringing people together, but now what institution can do that? In some places, the college provides a focal point, a center, a place and reason for coming together. When the many communities and varied constituents meet in the context of the college, more conversations take place, some differences are accommodated, and some over-arching common interests may emerge.

Service-learning. Working with ACTION (Federal Volunteer Agency) and a dozen other educational and community organizations, the Association is funded for two service-learning projects. The Community Service Fellowship Project will propose that young people can volunteer for the full-time community service of their choice for 6 to 24 months, receive a small maintenance amount per month, and accrue up to $150 per month in educational benefits to be used at any accredited educational institution. This project was set up because many young people appear caught in a lock-step between kindergarten and college and are not encouraged to think of "stopping-out" of education for career exploration or involvement in the social needs of their own communities.

This project will concentrate on the 16-to-26 age group. Primary objectives are to enable students in financial need to serve their local communities, to provide more volunteers to community service agencies, to help individuals make career choices, to aid in the transition from school to work, to provide work experience, to provide incentives for those not presently in higher education, and to help students work their way through college.

A second project, the Project for Service-Learning, has a broader scope. Its mission is to help ACTION expand volunteer service-learning programs. Ways will be explored to promote and increase volunteer services to the community through education. For example, the project will seek to help educational associations and organizations introduce volunteer service into their programs by establishing internships or offices for volunteers.

Offender Education in Community Colleges. The Fund for the Improvement of Postsecondary Education supports the development of action models in several community colleges where the colleges work closely with local court systems to provide, where possible, a college alternative for felony offenders or combined job-and-training alternative to incarceration, and thereby hasten the offender's rehabilitation. For obvious reasons, more and more states have tended in recent years to give young and first offenders an extended probation, in which they are closely supervised by the probation and parole system. This spares the state the heavy cost of confinement and hopefully keeps the young offender socially productive through employment. An ingredient that could often greatly enhance the probation experience,

but is usually missing, is comprehensive educational options, such as those a community college offers. The typical comprehensive community college has both the many educational options, including remedial, occupational, and career programs, and the counseling services to meet this need for most probationers. The community college offers the further advantage of easy geographic accessibility or convenience, and comparatively low costs.

Project for the Aging. Just published is the Association's report on its project for the aging. As a result of the Older Americans Act of 1965, states and institutions within states, are more intent on providing services to older people. One institution that has responded in a positive and enlightened way, according to the President of the National Association of State Units on Aging, is the community/junior college. Some of our institutions have been designated by their Area Agencies on Aging to provide for the planning and coordination of services for senior citizens in their communities. Although many institutions are looked on as significant resource centers for older persons, many senior citizens are unaware of the opportunities provided. As one retired person points out, "The willingness of our community college to serve old people is a well-kept secret."

Occupational Safety and Health Administration. Twenty community or junior colleges will be involved in the delivery of selected occupational safety and health training services to employers, employees, and their representatives. Each participating college will develop and implement a plan for conducting short-term training courses provided by OSHA for approximately 2400 students.

Labor Unions. Current labor agreements recognize that educational opportunities are among the most inviting benefits. The United Auto Workers now has a provision for a $700 tuition refund that can be used on an annual basis for its 1,700,000 members. Discussions with labor representatives are to be held in late July 1974 in the AACJC offices about how the resources of community colleges and the educational needs and interests of labor can come together more effectively.

Servicemen's Opportunity College. The Educational Testing Service has recently completed an evaluation of SOC programs. Enrolled military personnel in on-base courses increased nearly 50% since the inception of SOC one year ago. The average number of students completing programs increased

71%. The study concludes: "It appears that in the first year of operation in two-year colleges the SOC program can be credited with impressive increases in enrollment of service personnel at their institutions. . . . It seems that on the whole the SOC-designated two-year institutions are meeting the criteria and beginning to provide the greater opportunities for service personnel that is the aim of the program." The study discovered that the SOC program has also changed the policies of many participating colleges toward nonmilitary students.

Para-legal. Fifty-four percent of graduates are going into community-based programs and consumer interest organizations, rather than into lawyers' offices.

Community School Leaders; Community Education. During this past generation, two significant developments have taken place in community education: the community schools and the community colleges. Community schools are described as vehicles for opportunities for community involvement and decision making. They are often located in neighborhood schools and are for the entire community--children, youth, adults. The goals of community schools are similar to the goals of community colleges, and yet, during the impressive growth of both these movements, not only has there been little relationship (with such outstanding exceptions as Flint, Michigan; Clackamas, Oregon; Battle Creek, Michigan; etc.), but also, in many cases, such relationships as were established were competitive or even combative. Activities now under way plan to acknowledge common interests and to combine the resources that community colleges and community schools can bring to the extension of community education. In a recent meeting in Washington, leadership of the community schools and of the Association began to lay the groundwork for national cooperation. Almost 3,000 community schools and more than 1,000 community colleges comprise a vast system for bringing educational opportunities to millions of people who now may find access difficult.

As an illustration from Florida demonstrates, coordination and cooperation will be essential to achieve community education goals. This year, the community colleges of Florida had as a high legislative priority the revision of the legal responsibility for community colleges to clearly specify community services as one of their functions, and to appropriate an amount

of 15¢ per person in the state's population for financing of community services. The legislature flatly rejected the request. At the same time as community colleges were petitioning for this support, the legislature had a request for a redefinition and expansion of the legal responsibility of community schools and had received a significant budget request from the state university system for community services. The legislature, in effect, has shown that it wants a clear policy statement on the relative responsibilities of all elements of public education before it will consider any additional legislation or additional funding of community services. The university request was developed by the universities, the community school request by community school people, and the community college request by community colleges--all without any consultation with each other. The state legislature, by its action, was saying to those institutions involved in community-based education that there must be broad, state-level coordination in addressing the valid needs represented in all community education.

Without denigrating the need for continuing articulation with universities and four-year colleges, there are substantial reasons for suggesting that powerful allies in the community-based missions of community colleges can be the schools, the community schools, and the technical and vocational institutions where, by and large throughout this country, links have not existed.

All indicators point to traditional education as a stable industry. Changes are occurring in the basic concept of postsecondary education and of the clientele for postsecondary education. A service-oriented enterprise will emerge. Will the community colleges continue to be in the middle of it, or will they grasp for recognition as respected academic institutions at precisely the time when new role models are demanded by the larger society?

Incidentally, statistics available in several states reveal how the community college world is changing. Florida again is an example. In 1968, the Division of Community Colleges made an enrollment projection for 1973-74 of approximately 125,000 full-time equivalent students, the full-time equivalencies to come from enrollments of 250,000 individuals. This year the actual enrollments total about 130,000 full-time equivalents, but the FTE's will come from between 450,000 and 500,000 students. Since the

projection date, the percentage of high school graduates going directly into college has declined. Apparently the new constituency is comprised of older students and many more part-time students. As a result of these trends, the Division of Community Colleges is now attempting to find a valid way of projecting community college enrollments as a percentage of total population, rather than as a percentage of high school graduates or as a straight-line trend. The enrollment increases during the past few years have almost paralleled the percentage of increase in the state population as a whole.

These are only a few illustrations of a "market" for community college services; it is substantially larger than presently being reached. The distribution system is basically in place, but too often we still operate as a "cottage industry." Chancellor Koltai addressed that point in a speech last April, when he pointed out that the Los Angeles community colleges are located in a population of 3,900,000. Of that population the college enrolls over 108,000 students. That is a large number of people, but it is only 2.8% of the population and, according to Chancellor Koltai, cannot be considered as representing the percentage of people who could benefit from the kind of education the colleges could provide. In the past year, Florida Junior College at Jacksonville registered one out of every seven persons over 16 in some type of educational program.

Los Angeles and Florida Junior Colleges and a number of other institutions and their leadership are aware of both tremendous opportunities and the educational needs in our society, but why are they not doing more? We have to lay down a two-edged sword. In great measure we are the victims of our own self-concepts. We are using the universities as our role models. With the environment changing in our faces, we find all kinds of defenses. Here are comments I hear: "Legislators tend to think of the community college as a junior college." "There are continued attempts to place the community colleges under the control of the board of regents--the same board that has responsibility for state colleges and universities." "There is no reimbursement for other than full-time students." "There is no reimbursement after the 12th class day." "Community service activities are required to be self-supporting." Although some institutions are moving positively and constructively to deal with the barriers (real or imagined), they are

up against the constraining influences of staff not prepared for this broader educational mission, inadequate public policy, "leaky" theories, and primitive capabilities of assessing performance and what the public is getting for its investment. We are still playing "heads-up" community education with a $3.5 billion education industry. It is on this dimension that I feel the Joint Committee's analysis is lacking.

THE "CAPTIVE AUDIENCE"

The Joint Committee referred to "captive audiences" in the learning force--those whose only interest is in acquiring a passport to employment. They would be allowed, if qualified, to advance educationally, occupationally, and professionally without resorting to the college and universities for certification.

Please consider for a moment that the community colleges--perhaps especially in this state--in the tri-partite lower-division-upper-division packaging--are a captive audience. If we continue to project ourselves as a part of higher education, will we end up anywhere but at the bottom of the hierarchy? Is it time to consider that we are sufficiently different in degree from the universities that we approach difference in kind? According to the Carnegie Commission study, Changes in University Organization 1964 - 1971, by Gross and Grambsch, just recently published, the goals of universities remain substantially what they were in 1964. "Universities continue to emphasize those goals that assist faculty in the pursuit of successful professional careers; doing pure research is still emphasized; and goals associated with students, especially undergraduate teaching, are assigned a low priority." The authors found that conflict has given way to "substantial consensus that the present goals of the university are desirable and that the emphasis they receive is about what it should be." They suggest that universities have taken "a more realistic view of their objectives, yielding some to state colleges and community colleges and expecting less of other objectives. As such, students may find that they have more options open to them, that community colleges and other institutions are not simply inferior universities, but organizations with substantially

differing goals not in competition with universities."[3]

What are those "substantially differing goals?" At the 1974 AACJC convention, Alan Pifer, president of Carnegie Corporation, proposed that objectives often perceived as secondary be given new priority:

> Other institutions will have a part to play, of course, but I see the community college as the essential leadership agency. Indeed, I'm going to make the outrageous suggestion that community colleges should start thinking about themselves from now on only secondarily as a sector of higher education and regard as their primary role community leadership. . . . Not least, they can become the hub of a network of institutions and community agencies--the high schools, industry, the church, voluntary agencies, youth groups, even the prison system and the courts--utilizing their educational resources and, in turn, becoming a resource for them.

How do we move from being a "captive audience" or a wholly-owned subsidiary of the higher education community? How do we diversify when 70% of all the student-income dollars generated by our field comes from credit-bearing, degree-oriented programs? For years we have been projecting the community college as an "alternative" in higher education, or as a "last resort." Some have even suggested that the community colleges just might become "the slums of higher education." Indeed, playing by some rules, we might. Community education of the kind we have been discussing can never compete on an equilateral basis with full-time academic study. The policies do not fit, the sanctions and rewards are misplaced, and the structures and labels emulate the very thing we say we are not.

Our challenge then is twofold--to make the point clearly that we <u>are</u> a community institution with distinct missions and to change the access barriers that prevent us from capturing the potential envisioned for the fourth stream by the Joint Committee on the Master Plan.

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[3]Gross, Edward and Paul V. Grambsch. <u>Changes in University Organization, 1964-1971</u>, A report prepared for The Carnegie Commission on Higher Education, New York, 1974. p. 204.

CONVERTING CONCEPTS INTO PRACTICE

This is a complex task. Essentially it has four dimensions:

1. staff development
2. measuring outcome
3. policy analysis
4. experimentation with community services.

The interesting thing is that these avenues need to be pursued by both the fourth stream and the community colleges. They need to be pursued for community education to move out of the "cottage industry" class and into its own--under anybody's auspices.

Staff Development. Over the last several years there has been vocal and widespread interest in "staff development," but nothing of lasting value will come from an effort to develop staff competence unless it is accompanied by an equally vigorous effort to ensure that organizational structure and climate keep pace with individual development. In a sense, institutional development is really both a context for staff development and a mission-related strategy for carrying it out. At its best, it includes not only training and education, but operations research, planning and goal setting, and team building around situations that are both real and consistent with what is on the horizon.

Bearing in mind the relationship between staff development and institutional development, we find four characteristics of an effective development thrust.

(1) It should be mission-related. The absence of an orientation to purpose gives staff development a trial-and-error, patchwork look. Some questions need to be answered with clarity. What is its mission? Whom is it to serve? Is it to be defined by the conventional academic model or by something different?

(2) Ultimately, it should be team-oriented. Although considerable research has shown that the basic work group is the strongest influence on job satisfaction, performance, absenteeism, and turnover, we have historically developed people individually and in stratifications, and have created adversaries by default. Doing the job in an institutional setting has substantial advantages, but requires grass-roots action and administrative support. It also has pre-service implications. We usually develop

administrators and faculty along separate tracks, allowing them to become "teams" over crises and negotiation tables. We must expand the effort to build pre-institutional teams during the didactic stages of their preparation.

(3) It should be widely available. This field boasts nearly 1,200 institutions, 9,000 trustees, 16,000 "managers," and over 200,000 faculty. Terry O'Banion reported that in 1972 only 4% of the existing staff members benefited from the in-service portion of EPDA. We must substitute communication for transportation where possible, take advantage of economics of scale available by regionalizing, and develop approaches to peer- and self-instruction.

(4) It should be able to expand. Our field will grow over the next decade. While one might expect some third-party assistance, the field must build a means for financing and delivering on the demands imposed by its own growth. Staff development is a cost of doing business--a line item in the budget.

OBJECTIVE 1: By the close of the decade we should have some way for meeting our staff/institutional development demands that is capable of operating without third-party financing.

Measuring Outcome. Grades and credentials, while a necessary expedient for our economy, are too abstract a reinforcement for the lifelong learning market. Additionally, we need a means of expressing more specifically what we are trying to accomplish. As we specify purposes beyond the traditional confines of higher education, the necessity of working toward objectives becomes more evident. Without the benefit of some measurement of results besides the production of degrees or the accumulation of credits, we are greatly limited in taking full advantage of our present momentum. Let us briefly consider why.

Objectives serve a twofold purpose: Before the fact, they provide the basis for resource allocation; after the fact, they provide the basis for evaluation. If evaluation is to be anything but punitive (or cumbersome, at its innocuous best), it must be based on the relative success in achieving objectives that do not reduce all performance to an hour of academic credit. This applies whether the evaluation is of students, staff, programs, management, or whole institutions. Unless we can in some way measure

performance, we have no way of answering "Who benefits? Who pays?"

To date, the passion for analyzing costs far outstrips the mileage gained in measuring output. While this situation endures, the entire resource allocation picture in our field will remain static. Funding formulas, staffing patterns, pricing policy, curriculum planning, and the establishment of institutional priorities are limited by credit-as-output logic. The corollary, of course, is that new ways of defining results either will come from the evolving experience of the field or will be created, out of justified necessity, by the legislative analysts.

If we are right in our predictions, the people in our institutions will become more vocal about their conviction that they can make a manifest difference in the lives of individuals and the communities in which they live. Rather than being defensive in the face of pressures for accountability, our field and the Association should take the offense in discovering and using the various ways to recognize that difference.

We need to:

(1) place a "measurement-of-outcomes" component on all experimental projects

(2) stimulate research on the measurement of output in the affective domain and other areas not easily quantified

(3) develop an expanding data bank on comparative costs, benefits, operating ratios, and the like for use in institutional planning and training

(4) develop a set of planning parameters for community colleges moving toward a greater orientation to the community

(5) develop specific skills and techniques for the effective use of outcome measures; develop objectives that have operational utility, translating student interests into specific objectives; and summarize and analyze specific results for managerial purposes.

OBJECTIVE 2: By 1979 we should have broken the credentials monopoly by opening up not only alternative routes to credentials, but also alternative credentials themselves.

Policy Analysis. What state laws and accrediting regulations stand in the way of extending community college operations to its community? Better

still, what kind of policy framework is envisioned for the fourth stream?

Community college operations are largely conditioned by accrediting procedures and enabling legislation from the state capitals. The fact is that, on the whole, the entire array of laws and policies governing community colleges views them as followers in higher education rather than "leaders in community development." As this latter role becomes more essence than adjunct, we must ask ourselves in detail how well the policy climate accommodates our intentions. In no other way can we take an active role in its inevitable change.

Continuing education ranked low in the goals inventory conducted as part of Project Focus. With many such programs having to pay their own way, one wonders if the policy climate has dictated the low priority given continuing education. At the present, lifelong learning cannot compete with full-time undergraduate education on its own terms.

Present policy has other problems. Some of the more effective programs in community colleges are organized around occupations that do not require completion for job entry. As a result, the top 10% in auto mechanics, for example, may show up on the attrition figures at mid-program. Some state laws discriminate against vocational students or "defined adults" or make it difficult at best for the college to open its doors in the evening. In talking over some of these matters with a college president in this state, I learned that his plea was for changes in the law, that it was the policy framework that was holding his institution back from flexible scheduling, and that the Department of Finance was a deterrent to short-term courses. The policy framework does not fit.

As our institutions do, in fact, become more sensitive to their total communities and more oriented to performance, the challenge is to simultaneously develop forms of public support and accountability based on the image of differentiated institutions reaching out to serve an increasingly diverse clientele.

Immediate steps implied are:

(1) an interpretive analysis of public policy and the community college, touching on the linkages from enabling legislation through institutional governance to management and operations in the college

(2) development of specific skills and techniques for dealing with the legal and policy picture; these should equip cadres of field practioners to deal with legislative analysts on an equal footing.

OBJECTIVE 3: By the time current legislation expires, we should be prepared to help forge a public policy that accommodates our momentum beyond the boom.

Experimentation with Community Services. To put our own house in order and be prepared to perform effectively, we must move swiftly to chart the dimensions of community education. Granted, every community is unique; dimensions will always differ. We are now, though, in a kind of prescience period where there is no context for either determining the differences or making useful generalizations about dealing with them. In response, the next few years need to be marked by a concerted effort to chart what is possible, extend what is available, and develop a supporting framework for both. The promising activities of today must be subject to close scrutiny to determine principles and general guidelines. We need to know what seems to work, and under what conditions. Using traditional college resources in nontraditional ways places a new set of demands on the institution. We need to know what they are so that we can factor appropriate ways of responding into both planning and training.

Given a trend to community-based postsecondary education, a variety of areas in the state of the art needs to be advanced: defining the community, analyzing its interests, getting citizen participation, promoting a new program, or playing the role of the "broker" in drawing on community resources. While some of these can be adapted from current practice, others need to be newly developed.

Using the baseline data generated initially, we need to extend community education systematically. "Systematically" here implies the conscious stimulation of markets (senior citizens) and programs (allied health) through the judicious use of seed money.

OBJECTIVE 4: By the close of the bicentennial year we should have a coherent and visible theory regarding the role of the community college in community development.

The interesting thing is that these avenues must be pursued by both the fourth stream and the community colleges. They need to be pursued for community education to move out of the "cottage industry" class and into its own--under anybody's auspices.

For that reason, AACJC proposes to designate as many as half-a-dozen developmental centers around the country, co-located with existing community colleges. They would serve as a locus for all activities described above, providing services to community colleges in their region. Collectively they would constitute a mechanism for on-line communication between the field and AACJC. The form of the charter can perhaps best be understood by augmenting a description from the Association of American Medical Colleges:

> They provide the setting for the training of a broad range of educational occupations. They are the site for the development and demonstration of new programs and modes of instruction, and exert a strong qualitative effect upon community education in their programs. They conduct research on both the measurement of educational impact and the policy climates in which they function. They continue, as in the past, to be major providers of community education in their own right.

A typical center might be involved, directly or through subcontract, in the following: pre-administrative internships and residencies in which incumbents would be required to provide management training and consulting services on a performance basis, individual study programs, team development processes, field conference and workshop services, diagnostic services, institutional research, experimental community development programs, public policy research, research on measuring output, and production of publications.

The implementation problems, not only for such a network but also for the entire program, are considerable. We are, in fact, passing through another major era in development with impressive opportunities if we seize them.

CONCLUSION

The foregoing contains some steps in converting concepts to practice, and should convey feelings of excitement and optimism for the future. There are indicators of appropriate and productive change for the sensitive observer to see as our institutions move from:

junior college to community college
campus-based to community-infused
transfer-minded to educational-resource center
youth-oriented to a hospitality to all ages
semester-based to continuous enrollment
university-owned to community-based
an educational "island" to alliances with schools, community schools, health services, welfare institutions, recreational programs, vocational education, correctional institutions, business, and industry.

We have not sought to answer questions but to raise them, not to present conclusions but to stimulate reflection and discussion, not to avoid hard issues but to maintain that the results are well worth the costs of converting concepts into practice.

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K. Patricia Cross

TEACHING AS WELL AS WE KNOW HOW

We all recall the story of the agricultural extension agent whose task it was to take the latest research findings to the farmers in the field. One day, as he was waxing eloquent over how greater knowledge of research would improve the farmer's production, a tired old farmer looked at him and said, "Sonny, I don't farm half as well as I know how now."

That problem plagues us too; we don't teach half as well as we know how. Higher education especially has a long tradition of the sanctity of the classroom. The professor's classroom is his castle, and we have not often questioned what goes on there. When we talk about education reform, we talk mostly about changing the structures and procedures of education. We seem willing to discuss changing the grading system, we give serious consideration to flexible scheduling, and we are even willing to re-think the traditions of degree credit, but we are reluctant to talk about changes in the content and methods of education.

The Carnegie Commission spent six years and six million dollars on a comprehensive study of higher education. The 40 volumes they produced talk about almost everything except the teaching-learning process. As another example, the largest group of change agents in higher education today are nontraditionalists, who for the most part are talking about new ways of delivering the old courses to a new clientele. We are all for a learning society in which people of all ages and circumstances of life are engaged in continuous learning. It is regretable, however, that increased access and new delivery systems should be the cutting edge of educational reform. We need to give voice to the problems that we all know lie deep in the teaching-learning process.

Once it was thought that the reason we talk so little about what we teach in college and why was that there was a high degree of satisfaction and agreement about the content and purpose of a college education. Research on the discrepancies between what people think colleges are doing and what they should be doing, however, cast considerable doubt on any assumed satisfaction with present content and curricular emphases.

Let us look at the California goals study conducted last year by an ETS colleague, Dick Peterson. As part of a larger study, Peterson (1973)[1] asked people who knew 69 community colleges well what they think their college is doing and what they think it should be doing. The discrepancies between the is and should be rankings were converted into a rough index of satisfaction. In general, there was high agreement among various groups of respondents, i.e., faculty, students, administrators, trustees, and laymen in the local communities did not have different goals in mind for their college. Furthermore, the constituent groups agreed fairly well on what they were doing well and what needed improvement. As a general conclusion, people are more dissatisfied with what colleges are doing than with how they are run. Yet most of our time, locally and nationally, seems to be spent on procedural and administrative matters rather than on content and instructional matters. We spend more time talking about how to get students into college or about how to take college to the students, for instance, than we do about what students should learn once they are there.

Figure 1 shows the goals of community colleges ranked in order of their importance to their constituencies. Vocational preparation of students, for example, has first priority. The only constituent group that thinks it should be anything but No. 1 is the faculty, who think it should be No. 2. The satisfaction index shown in the column to the far right shows an extremely low discrepancy between what people think their community college should be doing and what it is doing. In other words, people are very happy with the primary emphasis on vocational education in the community colleges of California.

At the other extreme is the goal of Individual Personal Development, which shows a very high discrepancy between the emphasis presently given it and what people think would be desirable. The column labeled "average" shows that, on the average, people think it should rank between second and third in importance whereas present practices rank it eighth in priority. The satisfaction index of -41 indicates that we are not doing as much as we know we should about helping students to grow as human beings. The

[1]Peterson, R. E. Goals for California Higher Education: A Survey of 116 Academic Communities. Princeton, N.J.: Educational Testing Service, 1973.

Figure 1

COMMUNITY COLLEGE GOAL PRIORITIES

SHOULD BE RANK	IGI GOAL		Fac.	Day Stud.	Eve. Stud.	Adm.	Pres.	Gov. Bd.	Lay Com.	Total	Ave SB Rank	Sat.
1	Vocational Preparation	IS	1	2	2	1	1	2	2	11	1.4	-3
		SB	2	1	1	1	1	1	1	8	1.1	
2	Community	IS	7	4	3	3	2	1	3	23	3.2	-7
		SB	1	3	3	2	2	2	3	16	2.2	
3	Individual Personal Development	IS	8	10	10	8	7	6	10	59	8.3	-41
		SB	3	2	2	3	3	3	2	18	2.4	
4	Intellectual Orientation	IS	11	8	7	10	10	11	8	65	9.2	-31
		SB	4	4	4	6	6	6	4	34	4.6	
5	Meeting Local Needs	IS	2	6	6	2	3	3	5	27	3.6	+14
		SB	5	12	6	4	4	5	5	41	5.6	
6	Intellectual/Aesthetic Environment	IS	12	12	11	12	12	7	9	75	10.5	-19
		SB	8	8	9	9	8	7	7	56	8.0	
7	Democratic Governance	IS	9	9	8	6	6	5	7	50	14.2	+8
		SB	6	6	10	8	9	8	11	58	8.2	
8	Innovation	IS	10	11	13	11	11	12	12	80	11.3	-20
		SB	7	11	11	5	5	9	12	60	8.4	
9	Social Egalitarianism	IS	3	7	9	5	8	10	11	53	7.4	+9
		SB	9	10	8	7	7	11	10	62	8.6	
10	Academic Development	IS	4	1	1	4	4	8	1	23	3.2	+44
		SB	12	9	5	12	13	10	6	67	9.4	

COMMUNITY COLLEGE GOAL PRIORITIES (Continued)

SHOULD BE RANK	IGI GOAL		Fac.	Day Stud.	Eve. Stud	Adm.	Pres.	Gov. Bd.	Lay Com.	Total	Ave SB Rank	Sat.
11	Humanism/Altruism	IS	13	14	12	13	13	13	13	91	13.0	-24
		SB	11	7	7	11	10	12	9	67	9.4	
12	Accountability/Efficiency	IS	6	5	5	9	9	4	4	42	6.0	+33
		SB	13	15	14	10	11	4	8	75	10.5	
13	Freedom	IS	5	3	4	7	5	9	6	39	5.4	+41
		SB	10	5	13	13	12	13	14	80	11.3	
14	Public Service	IS	15	15	15	14	14	14	15	102	14.4	-8
		SB	14	13	12	14	14	14	13	94	13.3	
15	Social Criticism/Activism	IS	16	18	18	16	16	16	16	116	16.4	-6
		SB	16	14	16	16	16	16	16	110	15.5	
16	Cultural/Aesthetic Awareness	IS	14	13	14	15	15	15	14	100	14.2	+12
		SB	15	18	19	15	15	15	15	112	16.0	
17	Off-Campus Learning	IS	17	19	19	17	17	17	19	125	17.6	-6
		SB	17	17	17	17	17	17	17	119	17.0	
18	Advanced Training	IS	19	16	16	18	19	19	17	124	17.5	+1
		SB	19	16	15	19	19	19	18	125	17.6	
19	Research	IS	18	17	17	19	20	18	18	127	18.1	+5
		SB	18	19	18	20	20	18	19	132	18.6	
20	Traditional Religiousness	IS	20	20	20	20	18	20	20	138	19.5	-2
		SB	20	20	20	18	18	20	20	136	19.3	

Source: Derived from data in Peterson, R. E. Goals for California Higher Education: A Survey of 116 Academic Communities, Princeton, N.J.: Educational Testing Service, 1973.

Personal Development scale of the IGI consists of four specific statements worded as follows:

> to help students identify their own personal goals and develop means of achieving them
>
> to help students develop a sense of self-worth and self-confidence
>
> to help students achieve deeper levels of self-understanding
>
> to help students be open, honest, and trusting in their relationships with others.

Most of us would agree that those are highly desirable goals--and most of us would admit that we do little about devising educational programs specifically designed to reach them. We somehow hope that a brush with the accumulated wisdom of the ages will result in self-understanding, self-confidence, and honest relationships with others.

The inadequacy of our present curriculum becomes even more apparent when we consider Goal 3 in conjunction with Goals 4 and 10. Intellectual Orientation shows high dissatisfaction in that we are not doing enough about it and Academic Development shows high dissatisfaction in that it is greatly overemphasized in the opinion of almost everyone.

It is important to caution you at this point that the data are presented in Figure 1 as priorities. If we were looking at absolute rather than relative ratings of goals, we would find almost everyone thinking we should be doing better at everything. In other words, there is room for improvement in every goal assessed by the IGI, and that holds true even for Academic Development. Most people think Academic Development is a valid goal of high importance. It is when people must make choices between goals, as they inevitably must, that the goal of Academic Development gives way to other priorities.

The goal of Academic Development has the highest dissatisfaction index of all. People think that community colleges are presently giving Academic Development third priority, whereas they would be happier if it were demoted to ninth priority. Academic Development is defined in the IGI by the following four statements:

helping students acquire depth of knowledge in at least one academic discipline

ensuring that students acquire a basic knowledge in the humanities, social sciences, and natural sciences

preparing students for more advanced education, e.g., at a four-year college

holding students throughout the institution to high standards of intellectual performance.

These goals were universally accepted 15-20 years ago at the height of selective admissions and the meritocratic era of higher education. Academic excellence was the goal then, and most colleges were faced with a surplus of applicants from whom they could pick and choose. But today, even quite traditional colleges and universities see broader missions for education. The data show that almost every constituent group of every type of college--community, private and public, four-year, and the universities--think we are presently giving the goal of Academic Development more than its due, in relation to other missions.

Significantly community college faculty and administrators are much more dissatisfied with the present emphasis on academic development than are faculty and administrators of four-year institutions, but students in the four-year institutions of California are as dissatisfied as the students in community colleges with the overemphasis on Academic Development. Thus students, who want a substantial de-emphasis on the dissemination of information in the academic disciplines (most of them, it seems), will find greater receptivity to their wishes in the community colleges than they will in the four-year institutions, where the power structure of faculty, administrators, and governing board members is neither as dissatisfied with the present curriculum nor as united as community college constituents on where they wish to go.

The disenchantment of many people with academic development as a primary goal of education should not be interpreted, as it sometimes is, as anti-intellectualism. The dissatisfaction index of -31 for Intellectual Orientation indicates that the constituencies of community colleges think that their college should move the emphasis on intellectual development from its present ninth priority to fourth or fifth. Intellectual Orientation is

defined on the IGI by these four statements:

> increasing the desire and ability of students to undertake self-directed learning
>
> training students in methods of . . . problem definition and solution
>
> developing students' ability to synthesize knowledge from a variety of sources
>
> instilling in students a lifelong commitment to learning.

Especially in these times, with increasing talk about lifelong learning, few are going to dispute the priority given to self-motivated, self-directed learning, which lies at the heart of the Intellectual Orientation scale. Yet here is another worthy educational goal that we do not know much about--not because we do not consider it important--but because we really do not know how to instill a desire for lifelong learning in students.

Suppose, however, that instead of writing long-range goals that talked primarily about faculty qualifications and the arrangements and size of the college, we were to write goals that defined the outputs of college--what we want our students to be able to do. If we had a goal of instilling a commitment to lifelong learning, for example, would we teach as we do now? Not likely. The sigh of relief that comes when students have "finished" their education and capped it off with a degree is all too familiar. They got what they came for; mission completed. Sad to say, the mission is all too frequently the degree rather than the education it represents.

Our present education lacks meaning to students as the human beings they are or would like to become. We do not stress personal and intellectual growth as much as we stress the mere accumulation of academic information that eventually comes to be used not for itself but for a grade, then a degree, then a better job. Education has become, so gradually that we fail to recognize it, a cold, frequently competitive, race without personal referent or meaning. The success of the term-paper industry is not so much a commentary on morality as it is on the complete distortion of the purposes and goals of education. To pay someone else to do your learning for you is to cheat yourself.

We should not resent the fact that a good education leads to better jobs. It should, but it should lead to better jobs because the education has made the person more competent to handle the job--not because the individual who excels in school is a superior person because he is a winner in the only competition society permits its youth.

The theme of this conference includes in parentheses the words "converting concepts into practice." Why are those words in parentheses? The dictionary says that words set off in parentheses are either explanatory or a digression. Since converting concepts into practice in education is exactly what we should be doing these days, the remainder of this speech will not be a digression, but will be about how we might move toward helping students to grow personally and intellectually—about how to return education to its rightful place as something that takes place inside the student.

When we talk about developing self-understanding and self-worth or about instilling a lifelong commitment to learning, we are talking about what the student is rather than what he knows--about internalizing knowledge so that it affects behavior. Take some examples: one can know about nutrition without that knowledge affecting his eating habits. One can know about defensiveness as a unit in psychology without such knowledge affecting his relation to others. A teacher can know that education must go beyond purveying academic information without changing what or how he teaches.

With such high agreement among educators that increased self-understanding is an important goal for education, we should be able to point to some learning experiences in college directed toward helping students understand themselves. Psychology, the science of human behavior, might be one obvious attempt to help students understand themselves through the content that we teach, but what is the first announcement any respectable psychology professor makes? It is frequently a tough line that goes something like this, "If any of you are in this class to gain insight into your own problems, let me assure you that this class will not help you." To suggest that what we learned in psychology could be applied by us in the real world was somehow to demean the academic discipline of psychology. It is a bizarre commentary on higher education that the pecking order of academe places the applied subjects at the bottom of the scale of prestige. Social work has less

prestige than sociology; education less than psychology; engineering less than physics. In fact, the very word "academic" implies a removal from reality. To say that a question is academic means that it may be interesting to discuss, but that it has no practical consequences. Knowledge should have practical consequences.

Almost every person and every subject would benefit from more intimate connections between academic study and practice. If we give high priority to the goals of helping students grow in self-understanding and interpersonal relations, we need to teach as though we thought these things could be learned and applied. While we say that we are interested in teaching as well as we know how, we are extremely timid about teaching students anything that may affect them personally. In psychology, for example, we are relatively safe if we teach it so that the student makes no connection between himself and the subject matter. Chemistry, on the other hand, is a safe subject, and we can afford to do that well. We establish a chemistry laboratory, for example, to demonstrate the principles set forth in the text or lecture. Rarely do we create a human relations laboratory to demonstrate the principles of human behavior. The assumption has been that, while mixing acids is safe for college students, mixing people in small action groups is not. There is some danger in the chemistry laboratory, of course, but we attempt to minimize it by having it supervised by a responsible professional; and some mixtures and some processes are not permitted because of their danger. The analogy is obvious. There is some danger in exposing students to themselves in T-groups, but a carefully designed educational program supervised by a responsible professional should minimize the danger for the few, and could result in some quite rich learning experiences for the many.

Most good academicians will ask, at this point, where is the research that demonstrates the effectiveness of human relations laboratories? It must be admitted that the research on T-groups has been equivocal and ambiguous, but let us humbly admit that the research on the effectiveness of traditional education is equally so. To take a vivid example, no research evidence supports the classroom lecture as an effective learning procedure, yet, because of its familiarity, we have ceased to question its lack of effectiveness.

T-groups and their more disreputable cousins, encounter groups and sensitivity training, have had a bad press--partly because of the over-exhuberance of early converts and partly because the enormous demand by the public for this type of education has spawned some opportunists, some frauds, and some sincere but misguided adventurers. There is still an obvious unfilled need among the citizenry of this country to understand themselves and their relationships to others. Carl Rogers (1969)[2] labels the small-group experience "the most important social invention of this century . . ." and asserts that "the demand is utterly beyond belief" (p. 6). Indeed, it is estimated that in recent years, between three and six million people have participated in encounter or sensitivity groups (Appley and Winder, 1973).[3] That is about two-thirds the total enrollment of higher education, but to date only a few schools and colleges have attempted to meet this demand responsibly.

Laboratory education or T-groups are not everyone's cup of tea. It requires professional experience, community support, and careful design to present small-group experience as an educational (as opposed to therapeutic) program. Some imaginative community college teachers and counselors, however, have modified the T-group procedure so that it is useful as an educational experience. By adding structure and control, attention can be directed to specific human relations skills. The addition of structure also reduces the likelihood of unexpected situations that require a high level of professional expertise. The T-group, some forms of which are appropriately labeled sensitivity training, places a heavy emphasis on feedback. People need to know how they affect others if they are to improve their interpersonal skills. Thus the group atmosphere needs to be both honest and trusting.

The supportive group may be especially important to new students, and some community colleges are using small groups more for their psychological

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[2]Rogers, C. R. "The Increasing Involvement of the Psychologist in Social Problems: Some Comments, Positive and Negative." Journal of Applied Behavioral Science, 1969, 5(1), 3-7.

[3]Appley, D. G. & A. E. Winder. T-groups and Therapy Groups in a Changing Society. San Francisco: Jossey-Bass, 1973.

support functions than for their facilitation of feedback. The human potential movement, for example, accepts as its goal the building of self-confidence. The research is not yet adequate to show whether the experiences provided by human potential seminars result in increased self-confidence or not, but there is little likelihood that emphasizing the strengths of new students will hurt anyone, and it is possible that the experience may prove highly beneficial to some.

Two other tools should be mentioned as candidates for the human relations laboratory--role-playing and simulation games. Role-playing has been used most frequently to provide a window to the feelings of others. To play the role of a black person in a white society or of a woman in a man's world gives reality to the experience that cannot be gained through reading or listening to a lecture on prejudice and discrimination. Historically, role-playing was introduced as an aid to understanding human behavior, but both role-playing and simulation games can be used in a variety of subject-matter areas. Simulation games can make for fascinating involvement in some of the great events of history, for example, and role-playing has been used by teachers of literature with great success--especially with disadvantaged learners who can put themselves into the situation with a reality that does not come through in more traditional approaches to the teaching of literature.

If we believe that personal development can be fostered as a function of education rather than left to chance, we must begin to develop our own expertise as an educational community. It is unfortunate that some of the new programs in personal development have not been subjected to more rigorous research and evaluation. Some of the new techniques are promoted by entrepreneurs who manage to make a cult or a fad out of methods that should be open to experimentation and subject to improvement by everyone who tries them. There is no reason colleges willing to experiment with human relations training should not conduct their own careful evaluations, making improvements where possible, and passing their experience on to others. Community colleges tend to be intimidated by the presumed expertise of some charismatic workshop promoters. It is safe to say that no one knows enough about the enormous complexities of human behavior to pose as expert. We need to develop the spirit of responsible experimentation, careful evaluation,

and open communication if we are to make headway in helping students toward personal growth and maturity.

This speech started with a presentation of research that indicated a strong desire on the part of the constituencies of community colleges to help students understand themselves and their place in a world populated by other human beings. If we are serious about the goal of personal development, we should take bold steps to develop programs and experiences in human relations and self-understanding.

Now to a discussion of approaches that might be considered for correcting our second major dissatisfaction with present educational practices. The California goals study showed that most educators and students are dissatisfied with the intellectual orientation we provide for students. According to the data, we should do more to instill a commitment to lifelong learning and to help students undertake self-directed learning. If we truly believe that, we must give students some practice in directing their own learning and enjoying it enough to continue even when the external motivators of tests, grades, and degrees are withdrawn.

Sad to say, we have little experience with self-directed learning, and it is only recently that we have recognized learning as a continuous adult activity. Margaret Mead has said that no one will live his life in the same world in which he was born. Learning will be a requirement for living successfully with escalating change. Since, historically, schools were designed for an age in which only dependent children went to school, our techniques consist largely of telling learners what to do and when to do it, and checking to see that they have done it. Furthermore, schools were designed for groups. For the sake of efficiency, we must move the group along at the same pace even though we know that it will result in boredom for some and lack of satisfaction for others--hardly a procedure designed to stimulate enthusiasm for lifelong learning.

Exciting things, however, are happening to individualize education and to give students more control over their own learning. Although the use of individualized learning systems is still small, its potential is enormous. We have discovered that the teacher need not--indeed should not--do all the work. Computers, peer tutors, self-teaching media, and programmed texts have all been recruited to perform specialized functions. We are only

beginning to put the student at the center of control with increasing responsibilities for the direction of his own learning.

We cannot possibly cover all the interesting innovations taking place in classrooms across the country today, but we can illustrate the central idea of individualized learning by a brief description of one plan that incorporates most of what we know about how people learn. It was devised and put into practice by a psychology professor whose specialty is the psychology of learning. (It is scary to contemplate how many experts in the psychology of learning have come and gone without ever applying their knowledge to their practice!) Fred Keller got the attention of his colleagues in 1967 by an address cleverly but inaccurately entitled "Good-bye Teacher. . . ."[4] In it, he proposed a classroom strategy that has become known as the Keller Plan, but it has many variations. Individualized, personalized, or modular instruction, self-paced learning, contingency contracting, and PSI are all used to designate a learning approach designed for individuals with their infinite variety of learning styles.

The new approaches to individualized learning have some features that distinguish them from conventional instruction. Briefly summarized they are as follows:

(1) The course is broken into smaller units or modules with objectives made explicit to the students.

(2) The course is self-paced, permitting the student to proceed at a speed commensurate with his ability and other demands on his time.

(3) Mastery learning is stressed. The student can go ahead to new material only after demonstrating mastery of the prior unit.

(4) Lectures are optional and are used to motivate rather than to be sources of critical information.

(5) Peer tutors are used to administer and correct mastery tests and to work individually with students to enhance the personal-social aspects of education.

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[4] Keller, F. S. "Good-bye Teacher." Journal of Applied Behavior Analysis, Spring 1968, (1), 79-89.

The learning principles incorporated are apparent. The small unit permits frequent feedback and positive reinforcement. Individual differences are acknowledged in the self-paced feature. Mastery learning recognizes that education is a gradual building process and that the self-satisfaction of completing a task is important to continued motivation. Peer tutors recognize the human need for personal-social interaction.

The Keller Plan may be one of the first major educational innovations to make it across the threshold of the classroom door. Usually educational innovators concentrate their energy on system design and new programs that can be implemented despite the resistance or indifference of entrenched faculty. The speed with which the Keller Plan has spread to a wide variety of subjects and institutions is heartening, as is the research showing generally positive results for content learning, retention, critical thinking, and student enthusiasm.[5] It is truly amazing that it took us so long to apply academic knowledge about learning to our own classrooms.

This paper has addressed two aspects of education, and suggested that we should rethink what we teach and how we teach it. If we believe, as we say we do, that self-understanding and interpersonal relations are valid goals for postsecondary education, then let us devise the programs that will accomplish those goals. If we believe, as we say we do, that students should learn to appreciate and direct their own learning, then let us start them on the road to lifelong learning by giving them some practice in self-direction.

Neither the human relations laboratory nor personalized instruction is a panacea for the multiple ailments of education, but they are surely steps in the right direction. They confront the problems that we know exist, and they are a beginning toward teaching as well as we know how.

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[5]University of Tennessee-Knoxville, Learning Research Center. "Accent on Learning: PSI or the Keller Plan." Teaching-Learning Issues, Spring 1974, (25).

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R. Dudley Boyce

THREADS OF HOPE IN THE FABRIC OF CHANGE

More often than not, the critic's pen notes the inadequate learning experience that characterizes higher education today. The quantitative dimensions of society, to which necessarily most of the profession's attentions have been directed for two decades, have often made the crucial question of quality elusive. If education fails in preparing people for tomorrow's world, it will have failed in its purpose, no matter how many millions get through school. Both the immediate goals of instruction and longer-range educational purposes must be continually re-examined and revised in the light of changing conditions and new possibilities. Whatever else may be proper goals of education, schools and colleges cannot fully succeed unless they find means to make learning a wholly personal and useful experience.

RELATING HOW WE TEACH TO WHAT WE KNOW ABOUT LEARNING

Patricia Cross, in her paper on "Teaching as Well as We Know How," relates her frustrations in these matters.

> The problem that plagues us is that we don't teach half so well as we know how. When we talk about educational reform, we are talking about changing the structures and procedures of education. What we are reluctant to talk about is changes in the content and methods of education.
>
> The largest group of change agents in higher education today are the nontraditionalists, who for the most part are talking about new ways of delivering the old courses to a new clientele. [While] I'm all for a learning society in which people of all ages and circumstances of life are engaged in continuous learning . . . [I regret that] increased access and new delivery systems should be the cutting edge of educational reform. . . . We need to give voice to the problems that we all know lie deep in the heart of the teaching-learning process.[1]

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[1] Cross, K. Patricia. "Teaching as Well as We Know How," (Unpublished position paper). National Conference on Community College Education. University of California, Los Angeles. July 1974.

Drawing on data gathered by R. E. Peterson on the "Goals for California Education," Cross has found confirmation for her frustrations. Like attitudes of higher education's constituent groups lead her to conclude:

> Our present education lacks meaning to students as the human beings they are or would like to become. We don't stress the personal or intellectual as much as we stress the mere accumulation of academic information. . . . Education has become, so gradually that we fail to recognize it, a cold, frequently competitive race without personal referent or meaning.[1]

For those of us who profess a concern for teaching and learning, threads of hope spin new reality. A new fabric of change is taking shape in education.

Perhaps no fact of contemporary life is more challenging to education than the rapidity of social and cultural change. The practical inventiveness and advanced technology that have revolutionized communications, for instance, have set in motion processes that affect the whole structure of learning. Encounters with new perceptions and ideas, multi-sensory experiences that build minds and release individual potential for feeling are available in an expanding array of communication nets.

In this world of change the educator asks, again and again, what knowledge is basic in the intellectual, psychological, and sociological nurturing of youth? Beyond skills of literacy and practical mathematics, what capabilities are most useful to students now and in their futures?

How we teach must relate more closely to what we know learning should accomplish. It is not the task of the schools to provide solutions for all problems of man; rather, it is to equip students to face life's problems effectively. While the end result of good instruction may be a desire and respect for knowledge, the possession of the skills essential to using that knowledge is more important. The quest for knowledge requires ability in the techniques of analysis and generalization, a capacity for reasoning,

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[1] Cross, K. Patricia. "Teaching as Well as We Know How," (Unpublished position paper). National Conference on Community College Education. University of California, Los Angeles. July 1974.

and the commitment to reasonableness. It means competence in verbal skills--especially the ability to read and to write, to use language effectively, and to form and communicate ideas expressively.

It is far more important to generate creative talent and a passion for intellectual curiosity, to cultivate good habits of thought and of inquiry than to concentrate on learning countless detailed facts that may soon be forgotten and, indeed, abandoned. On balance, these abilities are especially vital in our society, in which economic demands and methods of industry change so rapidly and in which mobility in vocation is widely accepted and practiced.

Education's goals also often refer to the affective, or emotional, life of the individual, and to his capacity for decision and for action. Schools should be concerned with the relevance of reason and knowledge to personal and social values. They should enlarge the individual's perspectives, sharpen his moral and artistic sensibilities, and strengthen his sense of responsibility and commitment.

FERRETING OUT THE ESSENTIAL PURPOSES OF INSTRUCTION

Patricia Cross admonishes us to "voice the problems that we all know lie deep in the heart of the teaching-learning process." Many mission statements that describe purposes of higher education embellish the accepted tasks assigned to them by traditional societal commitments. The institution accepts responsibility for upgrading its constituent community through transmitting the cultural heritage, extending opportunities to an identifiable clientele, offering preparation leading toward the vocations or professions, as the case may be. Colleges, by definition, are all teaching-learning institutions.

Mission statements are not likely to allude to how participants working in the institutional setting address their commitments, however. Many colleges see their role as providing opportunities for varied student populations and a comprehensive selection of formal studies in a supportive atmosphere of educational services, enriched by social, cultural, and recreational activities. The unquestioned expectation is that learning will occur within this construct. In other institutions, however, faculties assume more purposeful constructs. Concern is directed at the character

of instruction and the integration of teaching and learning per se. Their missions define teaching as a "deliberate sequence of events organized so that learning occurs as a changed capability for, or a tendency toward, acting in particular ways."

> To the extent [colleges] fail to address instruction in a coherent, coordinated fashion, they stray from their mission. If they are to thrive as teaching institutions, their personnel must be aware of and sympathetic toward instruction as a discipline of organized knowledge. Institutional forms must be directed toward enhancing instructional processes. And patterns of emphasis, communication, and reward must maximize the stance of the college as institutions that bring about learning in their students and their parent communities. . . . The faculty are at the heart of any college's instructional effort. It is they who must operate within the discipline of instruction, defining objectives, utilizing a variety of media forms, and assessing effects.[2]

Considerable discussion is currently given to new approaches in designing school curriculums. It is true that the nontraditionalists accept that the sine qua non of "new approaches" is vested in delivery systems, but they are equally concerned that innovations be employed neither haphazardly nor irresponsibly. Clues to the seriousness with which they approach new directions are found in such timely shibboleths as "behavioral objectives," "terminal performance specifications," "teaching effects," and "accountability." Any purposeful exploration of the effectiveness of delivery systems must lead to dealing directly with these matters.

Good teaching results, they say, from an "ends/means" continuum. Ends--or objectives--are expressed as desired outcomes, or patterns of behavior that learners are expected to demonstrate after having been exposed to teaching. Unless clearly defined ends--performance objectives--are established and shared with the learner before instruction is undertaken, it is impossible really to evaluate one's success in teaching. Having developed

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[2]Cohen, Arthur M. "Enhancing Instruction and Staff Development Through Modifying the Community College as a Work Place," (Unpublished position paper). University of California at Los Angeles, 1974.

specific objectives for the learning experience, the innovator is free to develop imaginatively segments of inquiry drawn from a series of logically ordered learning steps. Thus, he has created a taxonomy--a structure or system--to direct his teaching and to measure learning effects.

SEEKING RELEVANCE BY RESTRUCTURING THE PROCESS

Certain visionary innovators, by their study and effort, spin threads of hope for the fabric of change. Among them is John Goodlad, who, in testing the "education decade of the '70s," offers a series of expectations for new learning he hopes teachers will earnestly pursue. He asserts that the quiet, consistent growth of our capabilities in diagnostic testing--exciting in their capacities to foretell not only one's readiness to learn but also one's motivational and attitudinal orientations--is a first concern of new learning. He hopes current teaching will be characterized by efforts to determine where the student is at the outset of instruction, to analyze his attainments and problems, and to base subsequent instruction on this analysis. He sees new efforts directed more toward "learning how to learn," toward self-sustaining inquiry than toward the memorization and regurgitation of facts. Such an inquiring spirit should be facilitated by carrying the student out of the confining classroom and into direct observations of physical and human phenomena.[3]

In Goodlad's world, we may expect learning centers to be characterized by activity employing many learning materials: records, tapes, models, programmed materials, filmstrips, pamphlets, and television. Teachers, free from the cyclical chain of didactic delivery, will become organizers of learning experiences and find both time and ability to use such learning principles as reinforcement, motivation, and transfer of training. The result will astonish the casual visitor. Vigorous, often heated, small- and large-group discussions and activities will evolve from programming that is student-directed. Teachers will gravitate toward organizing student work while measuring progress and giving individual attention and group encouragement as needed. Assurances that learning has both substance and purpose

[3]Goodlad, John. "The Future of Teaching and Learning," (Address delivered to the National Education Association). October 1967.

result in strategies that are based on objectives shared by teacher and students alike before activities are initiated.

Schools, like people, live in a real world. There are differences among pupils and among teachers, in their backgrounds, their abilities, and their motivation and commitment. Whatever else is done to promote full educational opportunity, there must be a maximum effort to achieve more individualization in learning.

The traditional practice of placing 30 or 40 students in boxlike classrooms with one teacher is seriously challenged in the modern school. Mundane organizational patterns of classroom teaching are examined with increasing skepticism.

A systematic organization of instruction offers numerous possibilities for improving learning effectiveness. The problem is to deploy student and staff time, energy, and talents more effectively than is commonly the case. There is now emerging a more effective system with comprehensive flexible staffing patterns in which instructional systems are packaged to permit greater personal involvement of both the teacher and the individual learner. A flexible arrangement of student groups is useful for a more meaningful contact with teachers and student peers than has been customary. Diversity, resulting from flexibility, permits independence for those who are capable of pursuing studies individually.

Innovative methods disclose new objectives in education that may otherwise have been ignored, and more effective teaching strategies may be expected to affect the substance of education. It appears that progress is being made in the use of the more conventional audio-visual instruction. The educational value of broadcast television, for instance, has been greatly enhanced by extensive experimentation. Whole new curriculums have been planned involving the relation of texts, guides, achievement tests, and films. Programmed use of films gives the teacher the advantage of presenting to his students professionally prepared materials using the talents of some of our most outstanding scholars. Newer sensory instruments, such as computers, closed-circuit sound-on-slide, and other sophisticated audio and visual systems, also make their greatest contributions as educational instruments when developed and employed as an integral part of the instructional system.

Technology may be a powerful factor in the advancement of instructional strategies where the instructional program is competently designed, and where the instruments are used by properly prepared and skilled teachers. The use of advanced techniques of instruction frees the teacher's time for more intensive individual work and expands the range of his influence by enabling him to exercise a closer relationship with students. Educational technology also serves as a vehicle for developing cooperation among teachers. A more efficient deployment and use of faculty personnel is but one of the new instructional techniques.

There is not now an ultimate plan or process, but there is a clearly discernible pattern common to many of the latest innovative developments. A combination of differentiated staffs, team-teaching, variable student grouping, and instructional media has much promise for individualizing instruction.

No matter how talented we may become in assessing the utility of electronic and video systems and the efficiency of staff deployment, they still will not be a panacea for education. Our innovative posture must be directed mainly at an objective approach to learning which delivery systems may be related. The hope of the future lies in realizing that we have scarcely scratched the surface of man's ability to learn, in our insistence on dealing with individual differences in learning ability that plague teachers dealing with diverse groupings.

CONVERTING CONCEPTS INTO PRACTICE

Community junior colleges are distinguished in higher education by their emphasis on teaching. If teaching is the primary function of the college, the first order of business should be to create an institutional climate conducive to professional growth. If quality education is a product of the dynamic exchange between teaching and learning, such a climate will attract students and assure community support.

As Patricia Cross has noted, the theme of this conference has a subscript even more challenging than is its title--converting concepts into practice. Can we exercise the ingenuity to describe an institutional setting in which teachers do teach as well as they know how? Can we

imagine that the product of their endeavors will demonstrate quality education?

Tomorrow's college is pledged to innovative posture. An opportunity and challenge to facilitate student learning through responsible experimentation and innovation are accepted by both faculty and administration. New, as well as traditional, instructional techniques are subjected to evaluation in expected student learning within the structure of defined objectives. This commitment to a developmental approach to the teaching-learning process is both immediate and long-range. The college strives to guard its dedication to change from the encroachments of tradition and expedience.

Selected faculty members of tomorrow's college are continually engaged in making careful analyses of institutional aims and in developing program objectives meaningful to students. In the development of an innovative posture these are the first questions to be considered, for rather than centering all thoughts around teachers and teaching, faculty members tend to direct their attention to the learner and learning.

Starting with analyses of generally agreed upon variables to learning, the professional function is to assess probable values of innovative instructional developments. Work now under way follows two basis assumptions: (1) relationships among student characteristics, learning tasks, and instructional resources have neither enjoyed thorough study nor situational testing; (2) an understanding of these relationships may permit changes to be made that will indeed facilitate the primacy of the goals set forth in learning.

Each concern deals directly with the fabric of change we must face. Each will do far more to insure that change has some direction and innovation and some motive other than any more use of the revolutionary pieces of hardware that titillate educational interest.

The initial work of the faculty at tomorrow's college is to conceptualize a model of teaching strategies that depicts a continuum with a variety of learning situations. Instructional resources act as a mediating variable between learners and learning pursuits. The model assumes interactions at any point on the continuum, such as:

1. teacher-directed approach to subject mastery involving lecture-discussion techniques, in either small- or large-group instruction (essentially the didactic approach, especially useful in initiating new learning)
2. teacher-supervised discussion, association, reinforcement exercises pursued by student groups, and scheduled simultaneously in conjunction with classroom instruction (the seminar, or group-discussion mode, facilitates the active learning elicited in the didactic effort)
3. total-receptor audio instruction and laboratory exercises where pace and progress are adjusted independently by the student (audio-tutorial instruction that opens the way to individualizing the learning process)
4. supervised self-instruction in remedial exercises and skill development with sequential practice where goals and pacing are student-defined (coordinated instructional systems developed as self-instruction packages that further encourage individualized study)
5. individual- or group-directed case studies and management games, providing resistance inputs, problem-solving sequences resulting in independent decision-making on the basis of logic simulation (a facet of the model instrumental in grouping students in self-directed activities)
6. contemporary problems approach to interrelated disciplines in the sciences, humanities, and social sciences, based on selected community-related experiences (this approach allows leaving the classroom setting behind for active involvement in problem-solving experiences)
7. self-directed pursuit of learning in which the student selects his own materials and media and paces both the scope and the sequence (the ultimate mode freeing the individual to assume responsibility for his own personal enrichment).

This continuum--or cycle--of techniques may be joined sequentially, or offered independently, to relate diverse educational tasks to heterogeneous

learner characteristics. First efforts are directed to a consideration of the feasibility of this global approach. More advanced efforts lead to selectivity among strategies.

The effectiveness of instruction in the context of the model depends on carefully prepared strategies for predetermined program objectives. Loosely defined performance standards have but limited value in a system to assure learning. Having clearly defined outcomes, each teacher prepares course segments and strategems drawn from the series of logically ordered learning steps. Each has a finite goal leading to ultimate attainment. Thus he has created a taxonomy--a structure or system--to which he can direct learning and measure effects. Where the progression of experiences represents a series of directed thrusts, the process of analyzing what happens to the student as he progresses or otherwise is facilitated. Through testing for mastery of defined objectives, the teacher is able to gather evidence of student achievement. The teacher can measure his own effectiveness as well, and he is free to deal directly with learning difficulties, pace his students' progress, improve his own performance, and try again if necessary.

It appears highly probable that no permanent improvement in the quality of instruction will occur without this innovative stance. If experimentation with learning styles is to be pursued, the professional environment must change. Substantial institutional commitments are vital. Administrative encouragement is expressed by recognition and financial support of faculty participation in study, planning, and experimentation. The master plan of education at tomorrow's college permits a great deal of speculation on how new teaching and learning may evolve. Its mission is a commitment to experimentation and a reasonable incursion on tradition and convention. While the adventure enjoys the excitement and reward of successful achievement, it also accepts failure as a constructive experience in gaining proper direction.

RELATING NEW CONCEPTS TO TIMELY NEEDS

Change sets time to spinning. Almost certainly our generation of young people will see technological innovations no less revolutionary than atomic energy, jet propulsion, antibiotics, and the space probes now common in our

lives. Suddenly, we are confronting changing social conditions on local, regional, national, and world fronts that demand accommodation to new institutional arrangements, indeed, new human relations, one-to-one. We are beset with problems that stagger the imagination. The rapid growth of population, its unwieldy concentration in cities, and the intensification of social interaction demand new levels of general intelligence, emotional stability, and trained capacities for our people.

A recent statement by the Educational Policies Commission keynotes the task of higher education:

> Our nation requires a level of education and training that will prepare men and women for . . . new and more complex professional, semiprofessional, and technical positions commensurate with an automatic, scientific, and technological age. . . . Our people must gain by broadening and multiplying experiences in higher education to fulfill the cultural, social, and economic aspirations of our times.[4]

The Commission calls for a level of learning that will entitle everyone a uniquely qualifying place in the work force. Virtually all work today requires education and training of the individual as a thinking and problem-solving person. The marketplace offers little opportunity for the unskilled or semiskilled. Employment that is available reflects the increasing pace of automation with more and more industries demanding higher and higher proportions of skillful, adaptive, individually motivated persons.

In this time of great change and confusion, we must help our young people to explore intensively and continuously their roles as individuals. Youth must be helped to confront and cope with the realities in their own life span, how they make and relate to friends, how they behave in groups, how they treat those who are different, how they reconcile personal desires with the social good, how they overcome self-indulgence and build the way for constructive citizenship.

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[4] Educational Policies Commission. "Universal Opportunity for Education Beyond High School," National Education Association: Washington, D.C., 1968.

WEAVING THREADS OF HOPE IN THE FABRIC OF CHANGE

Useful learning results from being directly involved in what is to be learned. Education, in keeping with a philosophy of professional renewal, will be an experience where the student, as an individual responsible in a group setting, is involved in integrating facts and principles into meaningful patterns, is given to critical thinking, and is challenged to apply knowledge learned in one area to problems in another. Above all, experiences emanating from individualized learning processes will develop creative abilities and personal talents so that each individual may achieve self-fulfillment and be a responsible person, capable of his own self-improvement and enrichment.

Emerson wrote, "What is a man born for but to be a reformer, a remaker of what he observes as incompletely made, a renouncer of fallacy and a restorer of truth?" To provide motivating stimuli for the mind and spirit, to develop inborn skills, to aid the maturing mind to develop a sound skepticism and a healthy spirit of inquiry, to awaken and draw out the best in personal enrichment--these are the materials of the reformer who builds new patterns for the fabric he observes as incompletely made. Threads of hope are entwined in the fabric of change.

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Jim C. Robinson

SOME IMPORTANT APOTHEGMS FOR EVALUATING CLASSROOM INSTRUCTION

More than anything else perhaps, classroom teachers will continue to face accountability and evaluation during the remainder of this decade.

These two awesome entities are part and parcel of each other and are inextricably bound, but the activities involved in implementing them are not necessarily the same. It is possible to design a program of accountability without evaluating the teachers in any fashion. Classroom instructors in the past have been somewhat reluctant to express their feelings about some of the important implications of either accountability or evaluation. Today, this has changed and they are much more articulate about them.

Accountability has, by and large, been used to insure that maximum efficiency and utility are obtained from resources, particularly financial resources, and has thus become critical for school administrators. Similarly, evaluation has become critical for teachers and has been increasingly associated with the assessment of classroom instruction. While it is possible to distinguish the group to which each term seems to apply, it is nevertheless important to point out that no implication of exclusivity is intended. School administrators can not only be held accountable, but also can be formally or informally evaluated periodically. Conversely, instructors in a sense are being held accountable when they are evaluated.

Evaluation (more specifically evaluation of classroom instruction) is the subject of this paper. All too often instructors view efforts to evaluate the overall effectiveness of their classroom instruction with considerable suspicion, not necessarily because they feel it inappropriate or unnecessary, but because of the lingering uncertainty of how the information will be interpreted and used. The instrument of evaluation, the interpretation of the data gathered, and the subsequent use of the data are the primary concern of teachers.

Here lies the first apothegm for evaluating classroom instruction. Teachers must be given a coherent explanation of why they are being evaluated, how they will be evaluated (what instruments and criteria will be

used), and how the data gathered will be interpreted and used. An explanation that will satisfy all three of these questions is immensely important in assuring the support and compliance of the teachers involved. Teacher support is very important and is, needless to say, a much more pleasant variable to work with than possible interference or sabotage.

A second important apothegm for evaluating classroom instruction (and it is implied in the first) is that the instructor should be given options or alternative instruments with which to be evaluated. This is necessary because it is impossible to effectively evaluate various instructional methodologies with the same instrument. While some instruments are designed to gather data on the amount of student learning that takes place, others are designed to gather more humanistic data; i.e., do the students like the teacher, does the teacher like the students, do students tend to cooperate or to compete, and does the teacher offer his "personal" opinions, thus injecting his personality into the lecture when appropriate. Other reasons for having alternate instruments for evaluating classroom instruction (aside from the emphasis that the instrument might place on cognitive development and humanistic outcomes) may be listed as follows:

1. The disciplines taught are different.
2. The amount of time spent in the various classes is different. (The unit equivalency of classes and the number of weeks they are taught are different.)
3. The classical lecture method of instruction for a class in the social sciences might not be equally effective when used to instruct a group of students in the applied arts.

A third apothegm is that evaluation of classroom instruction should be regarded as a means, not as an end in itself. If the faculty member understands what is involved at the beginning, he will be better prepared to produce and cope with what is required. Thus, this apothegm has an important corollary, which should be in the forefront of the evaluator's thinking. It is that evaluation of the overall instructional activity of the teacher should be distinguished from diagnosis of his possible instructional weaknesses or limitations. Evaluation is not diagnosis and diagnosis is not evaluation. While the former centers on what has or has not been accomplished, the latter looks at the appropriateness or productivity of

the instructional methodology used.

A fourth apothegm is that the evaluator should determine whether he wants to evaluate the method of instruction used or the teacher himself. The effort here is not to make a metaphysical distinction between the person and the act, but instead to point out that evaluation of the instructional method is likely to be more objective and consistent with important research findings than is evaluation of the instructor as a person. As is true with the third apothegm, an important corollary is attached, namely, that evaluation for personnel purposes (retention, tenure, promotion) should be distinguished from efforts to obtain data on instructional effectiveness. To allow these two activities to overlap unnecessarily is tantamount to diminishing the level of objectivity of the evaluation process and possibly to introducing campus politics into the process as well.

Still a fifth apothegm should be borne in mind: the words used in the evaluation instrument should be unambiguous and as easily understood by the person being evaluated as by the evaluator. Thus, words or terms such as "good," "bad," "important," "student needs," "feel," and "believe" should be avoided or used only with deliberate and clear intent. Words have prestige and a meaning only within their context.

Finally, the evaluator should be aware of the policy implications of his activities and should consider the extent to which his program is consistent with the institutional requirements or demands of the faculty members. He must, in other words, be aware of teacher concerns and clearly spell out the raison d'être of his efforts. To do less would be possibly to carry out a program whose purpose is suspect and whose organizational structure might lack meaning. He cannot rest on the now infamous maxim that "we do what we can when we cannot do what we should," as he may not be able to start over again.

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John T. McCuen

IMPLEMENTATION OF A DIFFERENT DIMENSION

The Los Angeles Community College District serves a population of nearly four million people in an 880-square-mile area. About 2.8% of this population (108,000 students) is represented in our student body. While that is a large number of students, 2.8% does not represent the percentage of people who could benefit from higher education and who want it.

We are convinced that if Walter Hunter's St. Louis study were replicated in our district, we would receive comparable proportional results. He found 600,000 postsecondary youth and adults wanting to continue their education, but only 170,000 actually doing so.

The reasons for these findings are familiar to all of us. Our clientele is changing much faster than we are changing our delivery systems to meet its needs. With the average age of the total population rising, it is not surprising that the average age of our student body is now 26 and still rising. We all know who these people are:

thousands of returning veterans
women seeking job skills to enter the labor market
senior citizens seeking fulfillment in their leisure time
unemployed men and women whose skills have become obsolete
handicapped individuals looking to education for rehabilitation
working men and women seeking a means of promotion and advancement
corporations seeking in-service training for their employees
individuals in institutions of all kinds searching for social and intellectual interaction, et al.

Although change is gradually occurring, like most community college districts, we still tend to deliver education to this "different" student body in old familiar ways. In our case, that means primarily professors in standard classrooms on one of our eight college campuses.

This does not imply we have not been using the so-called nontraditional delivery systems. We teach by TV and telephone, we have special career planning centers, we have vast community service programs for the elderly, for women, and for the general citizenry. We also have an increasing number

of outreach activities. For these programs, however, we spend less than 5% of our nearly $160 million budget. We are doing the nontraditional in traditional ways, although that may appear to be a contradiction in terms.

In April 1973, Chancellor Leslie Koltai proposed an idea designed to create as an end-product a different and expanded structuring of these nontraditional efforts to reach deeper into our community--to reach new populations. He said on that occasion, ". . . we must move such concepts (nontraditional delivery) out of the realm of experimentation and into the realm of active application." He called the structure for this application a "new dimension." Because Los Angeles District will soon have nine campuses, we call it our "Tenth Dimension " (with appropriate apologies to the Fifth Dimension).

Certainly others have already moved to develop such structures appropriate to their unique needs. For example, Whatcom Community College in Washington is an entire college without a single campus. In rented and leased facilities it is everywhere--a true college without walls. The Peralta District in Northern California is developing the "Berkeley Learning Pavilion" as a nontraditional delivery structure. There are many, many more, each with a configuration to meet the needs of a given district. What we are proposing is a structure designed to deliver community-based education in the largest community college district in the United States--our college without walls.

Let me take a moment and sketch for you our present thinking about the structure of the Tenth Dimension, keeping in mind that our conceptual view of it is changing every day in this developmental stage. What we hope to do is give a practical glimpse of <u>one</u> district's early efforts to develop a structure for nontraditional delivery systems, a structure designed for that <u>one</u> district.

First, let me say that the Tenth Dimension is being so designed as <u>not</u> to replace present campus programs. In fact, critical to its success will be the involvement of the college personnel in its development and the use of college personnel and other college resources. It must be seen as a vehicle for <u>enhancing the regular programs, not for threatening them</u>. It must not become another bureaucratic layer between colleges and district. This will be the most difficult aspect of the development process, for, as

we all know, in an era of slowing enrollment growth and shrinking resources, the nontraditional deliveries are threatening to many.

With these caveats in mind, we see the objectives of the Tenth Dimension at this time as follows:

(1) develop, coordinate, and deliver programs too costly to duplicate on nine separate campuses, or not logically the province of one college. (Some programs fit as individual campus activities and some are district-wide. An example might be the development and production of a course for television)

(2) serve as the marketing arm of the total district--learn who is out there, what postsecondary education they want, how to get them together with it

(3) promote, where feasible, the use of all appropriate community resources for educational purposes

(4) provide an organization for the discovery, development, and delivery of nontraditional studies

(5) increase the degree of cooperation among the diverse agencies of the district to reduce duplication of programs and resources.

We plan to start slowly and let the Tenth Dimension evolve, rather than to create overnight a fully-developed monster that we might not like. In the development stages we plan, as indicated earlier, to use existing professional expertise and administrative organizational structures to avoid duplication of services. This means that, in the beginning, the Tenth Dimension will function in concert with our Division of Educational Planning and Development, even though a separate individual will head it up, even though we hope to locate his office somewhere off-campus or in the district office, and even though the Tenth Dimension will have its own college and community advisory council.

The major reason for beginning this way before severing the umbilical cord is the need for program coordination. To be more specific, we now visualize a series of institutes operating under the Tenth Dimension as the basic delivery units. Two possible institutes are:

(1) Institute of Community Education. Whether this Institute is involved in non-credit classes, lectures, cultural events, or other special programs, they should enhance present college programs. They should deliver only what a single college cannot do better. A director in the present Educational Planning and Development Division coordinates Community Service activities on a district-wide basis now. If this Institute is not developed in close liaison with those activities, the chances are great that unnecessary duplication would occur. It might also serve as the "marketing" Institute.

(2) Institute of Self-directed and Extended Learning. Certain forms of media instruction, such as instructional television, might be included here.

Several other possibilities are Institutes of Business, Government, and Labor and district-wide Educational Opportunity Centers for coordinating career information and counseling.

Underlying all this is that old cliché "lifelong learning." Cliché maybe, but no less a reality. Our lock-step system of education, with its stamp-book curriculum, is fine for certain needs, but the growth curve measuring technological advances over the last few decades is so much steeper than the curve measuring educational advances that the gap between the two, some say, may already be near the disaster point for our safety. That gap must be narrowed. It will take great effort to deliver new education to new clients in new ways in massive amounts if we are even to begin narrowing that gap. We hope we are beginning with our share of the gap-narrowing process.

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Roger H. Garrison

"NEW" FACULTY WITH OLD PROBLEMS

Today's topic is "The Community-Based Faculty: Serving the New Student," more specifically titled "New" Faculty with Old Problems. The changed title more accurately reflects the realities of the teaching situation in community colleges. Whether our so-called "new" students are on the average older than a few years ago (they are), or whether they reflect a sharply changed cultural and ethnic mix (they do), or whether their educational aims are more distinctly on careers (they are), the basic teaching problems remain much the same as they always have been.

Over a twelve-year period, working face-to-face with more than 3,500 two-year college faculty, representing almost every discipline, in every kind of two-year college all over the country, we have taken a quick, informal poll of their teaching problems in order of priority. Three questions surface for more than 85% of faculty: (1) How do I handle student diversity? (2) How should I best organize subject matter and instruction time to respond to this diversity? (3) How can I motivate my students better? Added to these are subsidiary questions about how to cope with student loads, questions about testing and grading, questions about instruction techniques of all kinds. It makes little difference whether students are "new" in the sense that we have been using that word, or whether both students and the college situation are more traditional; these are the old, familiar professional dilemmas that teachers must solve (or at least cope with) if their instruction is going to be effective.

There is also a larger question, to be discussed later, of the implicit value assumptions of faculty, human and social values that shape their attitudes toward their teaching and toward their students. Unless these values and attitudes are appropriate to the institutions where they teach and to the students whom they instruct, any talk of "new" faculty serving the "new" student is hogwash.

The reality is that, for the next few years, even though our growth rate may keep up to current percentages, we shall have mostly old faculty for new students; and newly employed faculty members will have to cope with the weight

of the old faculty establishment in each institution before they can begin to develop any significant innovations in their own teaching. One of the basic problems of today's faculty is that they bring old attitudes and old assumptions to new problems, and too often they have neither the motive nor the opportunities to change or adapt to a changing set of realities.

The basic faculty attitude that most needs changing is the teacher's own self-assumed and self-developed relationship between his subject on the one hand, and his students on the other. Too many faculty are still subject-based--not student-based or community-based. The teacher must stop seeing himself as a presenter, as an interpreter, as the medium through which students experience a subject. Rather, the teacher must see himself as a person whose chief obligation is to do himself out of a job as quickly and efficiently as possible. Said another way, the teacher's job is to help students learn how to learn without the help of a teacher. Indeed, this is perhaps the most useful skill they might acquire in college. This is an old aphorism, but it is, in fact, the one central, energizing attitude behind any new approaches to teaching. To "teach" a student is to equip him with the skills of self-management in the subject area for which the instructor is responsible.

Teaching problems change only in degree; rarely do they change in kind. Whatever their backgrounds, and whatever the social and intellectual assets or encumbrances they bring to college with them, all students still need to be taught how to learn any subject, whether it is automotive mechanics or philosophy. The important changes that must be made are in the teacher, in the teacher's attitudes toward a particular student, toward that student's learning difficulties, toward his relationship to the subject the instructor teaches. The teacher must respect the culture from which the student springs, whether it is a Black ghetto culture, a Chicano culture, a native American culture, an eastern WASP culture, or whatever. He must also respect the student's motives for coming to college in the first place, and respond to them as realistically as he can. The instructor must, in fact, learn the tough pedagogical art of teaching individuals, not continue merely to preside over courses or classes or homogenized groups.

Teaching individually is not simply allowing a student to follow his desires, or just responding to his immediate needs. Rather, it is helping

him to develop approaches, methods, and a pace of learning appropriate to his own resources--helping him, in fact, to develop his own learning style.

Most faculty--even some first-rate faculty--don't know how to do this. Their pre-teaching training was in a subject or in a skill. They need on-the-job coaching, often surprisingly brief, in ways to change their instruction to meet the individual student's needs and capacities. They also need help in learning how to restructure their teaching to respond to an increasing administrative flexibility in many community colleges. The realities of continuous registration, of plug-in-plug-out short courses, of drop-in centers, of performance-based evaluation, and of other essentially administrative shifts away from the traditional mean that the faculty member simply cannot teach in his usual way, nor can he even make many of the same assumptions about teaching and learning that have governed his activity up to now. As the Second Newman Report says:

> Variations in the sequences, times, pace, and intensities of learning can come about through changes in governance, decentralization, and moves to new physical settings. Often such changes are the means by which teachers and students can be encouraged to reconsider why they are doing what they are doing. Other agencies (armed services, corporations, etc.) provide models of the enormous variety of ways individuals can be organized to teach and to learn.

Faculty need to become familiar with, and make use of, as many of these variations as possible. As our institutional growth slows and levels out, our attention must increasingly be focused on the means and practices of flexibility, most especially in our teaching approaches. The steady state is not as forgiving as rapid growth.

It seems blatantly obvious that a major priority in any comprehensive community college these days should be to develop built-in mechanisms for faculty and staff change and self-renewal. Without such provisions, any college that claims to serve new students is simply making a phony public-relations pitch. Our colleges will have to become as much learning places for faculty as they are for students. It is ridiculous to prate about serving a changing clientele while, at the same time, making only token provisions for nurturing the capacities for change in the teaching faculty. Obviously, such provisions demand money and time and, above all, they demand

shrewd, imaginative planning. This paper is no place for a blueprint for faculty in-service programs, but it does emphasize an overriding priority.

For the remainder of this discussion, the subject of faculty serving the new student will be placed in a larger matrix of social and moral concerns.

One of the most striking new things about our students is this: they may be young or not so young, but increasingly they are appalled at the quality of life our technology has produced. Not too surprisingly, they are beginning to make education a kind of scapegoat on the one hand, and to keep education as a hope for a better life on the other. This ambivalence puts an even stronger obligation on us in education to stand for positive, identifiable values in what we do. The negative reasoning goes this way: We had a dream of the good life through technology; education produced the technology; technology has produced the mess; and education did not prepare anybody for the rupture of the dream. The pursuit of happiness is more confused than ever. As John Gardner put it with biting sarcasm: Persons, particularly young persons, have been "misled by the juvenile interpretation of the 'pursuit of happiness' that is widely held today. It is not unduly harsh to say that the contemporary idea of happiness cannot possibly be taken seriously by anyone whose intellectual or moral development has progressed beyond that of a three-week-old puppy. From Aristotle to Jefferson, the men who have thought seriously about man's happiness would be startled to discover how that word is now interpreted. . . ."

Don't misunderstand me. I am not making technology a villain--that would be easy and specious and wrong. Apparently, we are preparing people to make a living (so long as their skills do not become obsolete before their schooling is finished), but we are doing little to prepare them for how life is lived. We can produce a data processor, a medical secretary, a dental hygienist, an electronics technician, a reasonably skilled worker in any of hundreds of fields. This, of course, is both admirable and necessary, since the ability to make a living is a firm base for a person's dignity and self-respect. There is no essential conflict between a technical education and a liberal education; they are both parts of the same thing. Education should produce a person who can do something well, who knows something well, and who has a humane framework for the skill he possesses.

In a time when our students increasingly need and demand career preparation, we must be especially careful that we do not teach for a sterile functionalism. We assuredly are producing technicians, skilled workers of all kinds, but are we producing--are we even trying to produce--kind, generous, free-minded people? liberal human beings? For "liberal" means generous, and "liberal" means free. Are we producing people who have a compassionate awareness of rooted social problems? People who might be expected to make commitments to something other than self-indulgent material success?

There are certain human potentials whose development should be the first business of schooling, since we are all human beings first, and economic and social entities second. Somehow, our schooling--teaching and learning and the administrative set-up for them--should provide some physical and psychic elbow-room for the kind of growth that cannot be capsuled into courses or crammed into Skinnerian "modules." Increasingly, we should adapt our school apparatus for uncertainties, for partial failures, for qualified successes, for exploration, for fumbling around, for accidental insights, and especially for the acceptance of the emotional climate of ferment that goes with these. We are perhaps too concerned that a student pass a course, and not concerned enough with his inevitable frustrations and irritations, his passionate likes or dislikes as he works at a subject or a skill. We are utility-oriented, function-oriented, result-oriented.

We may prepare a person for a function in society, but we don't try to prepare that person to cope with the changes in himself that may make his function unsatisfying or obsolete. For instance, so much of what we do in school (the way we teach) is spoon-feeding that many people lack almost any opportunities to risk learning--to risk changing, in short. As a result, they do not develop the inner feelings, attitudes, and abilities that they must have to meet new or changed conditions confidently and effectively. The instructions accompanying many a Christmas toy are symptomatic of the problem: "How to Have Fun Playing with Your Scale-Model Dump Truck." What an invitation to mental unemployment! Or, for grown-ups with hang-ups, the publishers' lists filled these days with how-to-do-it manuals for improving one's sex life! A sad picture emerges of thousands of yearning couples reading like mad and looking at photographs and diagrams and getting a lot of advice--and then being their same old dreary, ineffectual selves in bed.

As one psychologist said bluntly to a class of college boys, "You can learn all you want to about Freud, but sooner or later you've got to go out with girls."

Those of us who teach must learn to hold in front of our students all the time the social and human significance of whatever it is we teach. We must arrange our instruction so that our students can experience some of this significance, so that they can begin to understand themselves as persons in relation to their work functions and their social functions. All knowledge is personal knowledge. It is always accompanied by feelings, convictions, enthusiasms, and intensities. Essentially the process of learning is participation in knowledge by using it. Thus, learning is inescapably action, not absorption. When one acts, the consequences are not always predictable, not always tidy, not always capable of being described in behavioral objectives, or measured by standard yardsticks. We may say all this is obvious, believe it to be true, but too much of our typical instruction denies what we say we believe.

At the risk of belaboring the case, let me emphasize the situation in another way. The central problem of a technical civilization is developing human beings capable of understanding their own nature well enough to control (and, when necessary, to suppress) the forces and mechanisms they have brought into existence. Most recently Lewis Mumford dramatized the growing mechanization of the world as a great superhuman apparatus--a "megamachine" --that we have not only created but that is essentially dominating us. Samuel Butler, almost exactly 100 years ago in his Erewhon, was perhaps the first to state this metaphor in modern terms. He conceived of machines, otherwise unable to act, as conquering mankind by using men who willingly became subordinate organs to them. It is a very real danger that our schools could become--in many places have become--such megamachines, Mumford's conquerors. As an aside, do we have firm, useful knowledge about the effects of collective bargaining on students? Collective bargaining--unionization--is a faculty response to the megamachine.

Our traditional ways of teaching also contribute to the megamachine. For example, nearly fifty years ago, Whitehead reminded us that "we forget, to our peril, that our students have bodies." We do indeed, as many of our classrooms testify, with the teacher's desk or lectern up front, blackboard

up front, students facing front, the room structured for passivity--indeed, almost demanding it. The instructor is an authority figure, whether he wants to be one or not, whether he feels like one or not. No matter how interesting he is, no matter how persuasively and warmly he communicates what he knows, he is still the center of student attention, and the students still depend on his actions.

Too often, unfortunately, in our career programs, the instruction is authoritarian, segmented into units for easier testing and administration, and essentially job- and task-oriented teaching only, with little consideration given to some of the human problems or satisfactions that the work can bring. Nor are the liberal arts free from this mechanical straightjacket. Lecture, discussion (only so-called, because who is asking the questions? doing all the intellectual work?), term paper, quiz, exam--this is still the pattern in most colleges. It is sterile and dull and lacking the juice of life.

We speak glibly of an "information explosion," but do not teach as though there really was one. (Students frequently parrot the media assertion that they are "the best informed generation in history." They have more information available to them than any other generation has had, but they know less what to do with it. Any new teaching for new students must deal with that fact, too.)

Think of the fable of the young mouse who had just arrived in the countryside from the big city, where he had acquired a smattering of learning. He was very proud of this little wisdom, and puffed with conceit. Anxious to display his wit, he one day addressed an elephant, "Because nature made you so large, you need not be so pompous in your walk. It is true that you are very large, but this has no value; in fact, I think mere size is a big disadvantage. You are too big for nimble motion. Your feet are slow and sluggist, but look at me! I am made almost to fly. I can skip about from place to place, but you are lazy and must stop and breathe slowly at each heavy step, poor beast that you are. Each time I look at you I really pity. . . ." The proud mouse did not finish his speech to the elephant because, just as he was about to conclude his self-satisfied little talk, a cat who tired of listening to him boast, pounced upon him and ate

him. The experiment the cat performed proved that there is a great difference between mice and elephants.

As a further digression, who reads myths and fairy tales any longer? For hundreds of generations, they were a vivid means of moral and social teaching. From them, we learned a few of the simpler and more obvious truths of life, such as that, when a genie is found in a bottle, it had better be left stoppered up there; that if you are given three wishes, you had better be careful what you wish for; that if you crave a boon from heaven too many times, you might end up right where you started--if not worse off. These simple and obvious stories represent the childish equivalent of the tragic view of life that the Greeks first spelled out for us, and that is somehow missing in this machine culture. The modern American, however much know-how he may have, has very little know-what or know-why, especially in areas of human motivation and human nature, including his own.

What I am saying by indirection is that we are not likely to teach for the development of human potential when we treat subjects, even so-called cultural subjects, as utilities, as ends in themselves, as packaged units without moral or social or personal significance, for then students do not develop for themselves anything more than a bare utilitarian relationship to knowledge.

Finally, therefore, the largest challenge for both teachers and administrators right now is the need to reorder our institutional arrangements, to retrain faculty, to increase personal involvement in the common activity of learning. Many years ago, Woodrow Wilson, then President of Princeton University, said, "A college is not only a body of studies but a mode of association . . . its contacts and contagions are its realities." With all our formal courses and programs, we still have to recognize that our enlightenment depends largely on the company we keep. One purpose of coming to college should be to find the kind of company to which one would like to be apprenticed--not only for the skill that the teacher might help one to learn--but also for the personal and intellectual infection, the example, the stimulus of a skilled human being at work. Through an association with that person one could perhaps catch glimpses of the rewards that knowledge and practiced skill can bestow.

Such an association is possible in any field, whether vocational or liberal arts. It calls mainly for the teacher to be the one to come down from the pedestal and arrange his relationshios with students so that they are co-workers and co-learners.

We do not in any sense advocate that classes or laboratories or workshops become sensitivity groups, where the premium is on the release of emotional inhibitions. Nor do we suggest any spongy or sentimental personal relationships where a teacher tries to become a buddy to his students on their level, or on what he thinks may be their terms. What we urge, however, is the genuine encounter of people, on a far more routine level, in the honest experience of learning together. The initiative for this relationship must come from the teacher; it will not start with the student.

Repeated evidence for many years shows that it is teachers who are up-tight, who need the routines and the comfort of structured traditional situations. In dozens of conferences of teachers, it has been observed that people stir uneasily, complain, and even act out real resentment, unless they have a rigid structure within which to move. Yet these same teachers, once placed deliberately and without threat on their own resources, challenged to make use of one another as resources for learning, became exhilarated, confident, and full of ideas. Many have said, after such an experience, "Why don't we do this with our students?"

Why not, indeed? One of our needs is to find more ways to release the human potential in teachers, so that they might do the same for their students, whoever the students may be.

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Armando Rodriguez

THE COLLEGE RESPONSE TO NEW STUDENTS

Professor Kintzer has asked us to describe the functions our colleges are performing to help us meet the needs of the new students at our colleges.

I should like to preface my remarks by stating that, although I have been in education some 27 years, my experience as a college president is less than a year. My close relationship with higher education stretches back some ten years. Perhaps by coming into the college president's position in a rather different way from many I have gained some concepts not available to those who have been immersed in the college scene for a long period. I also believe that what we are doing at East Los Angeles College is a good deal more understandable if one has some familiarity with the community and its students.

Unlike many colleges, our enrollment is expanding. We now have over 16,000 students. Our Evening Division grew by 26% last fall and our day enrollment continues to expand.

We are located in the Eastern area of an unincorporated portion of Los Angeles county, bordered by Montebello, Alhambra, Bell, Vernon, Monterey Park, and the City of Commerce. We draw most heavily from Chicano-majority high schools—Roosevelt, Garfield, Wilson, and Montebello, among others. Many of our students are poor; most of them work while attending college.

Approximately 80% of our students in any semester are freshmen; our male-female enrollment runs almost 60-40 in favor of the chauvinists—or machismos—if you want a Spanish word. Included is an Anglo population of about 40%; over 47% are Spanish-surnamed Americans; about an equal number are Oriental and Black--approximately 6-1/2%. A relatively large number of American Indians (over 1/2%) and a large number of Armenian and Jewish students add to this exciting population mix.

Almost 75% of our first-time freshmen come to us from public high schools in the district, but a comparatively large number--nearly 20%--come from non-public high schools and only 7% come from high schools outside the district. Our enrollment shows that a growing number of older people are coming to the college--more than one-fourth of them are over 30--and we trust them, too!

We are dedicated to meeting the needs of all these students, but we are actively recruiting the "new" students too. We have established Upward Bound programs for both veterans and non-vets; we do recruiting for the physically handicapped, and are making numerous facility changes to meet their needs; we are moving toward special programs both in our credit courses and our community services to attract women and senior citizens; we have an active Pinto (ex-offenders) club on campus that we have supported with space, time, and special counseling; we have established numerous Outreach classes in Chinatown, in county jails, in churches, in parochial schools, and wherever and whenever our community needs and our finances permit. We have special programs for talented young people in the neighborhood and we are expanding our vocational offerings.

We have attempted to meet our minority-student, ethnic studies needs through Mexican-American and Black Studies courses. We are establishing a program for students interested in Asiatic history, culture, and language. We recognize the growing positive values to be gained in assisting students toward a bicultural-bilingual life. Through Title III, the college has developed a sophisticated media system to assist all students in expanding their bicultural-bilingual skills and understandings. We are looking forward to expanding these programs through high-intensity language training and to teaching some of our regular courses in Spanish, Japanese, or Chinese.

We realize the special problems faced by our minority students and provide special courses designed to improve their self-image and at the same time increase their basic learning skills.

We have provided a weekend college. Both Friday evening and Saturday classes are increasing in popularity.

In a review of our college's current activities to meet new students' needs, we can describe only a few in depth. However, a list of our specially funded projects provides a quick overview of some of the major efforts the college is now making. They include:

Nursing Loan and Scholarships
LEEP Program Law Enforcement Students
Basic Opportunity Grants

Supplemental Opportunity Grants
National Direct Student Loans
College Work-Study Program
Two Upward Bound Programs (Vet and Non-vet)
National Youth Corps
Mental Health Worker Program
Special Services for the Handicapped
Special Nursing Project
Veterans' Cost of Instruction Program
Allied Health Professions Programs

We are looking forward to approval on other proposals. These include:

A Talent Search Program
A One-Stop Student Center Program
A District Proposal for Renewing Women's Opportunities Through Education
An Ethnic Heritage Proposal

We still recognize, as you do, that an infusion of dollars--whether local, state, federal, or private--is not in itself a panacea. If the college leadership, the faculty, the staff, students, and community are not willing or able to make true institutional changes, the money will come and go. The college will be affected in only a minor way.

East Los Angeles College recognizes that major change can come only when the administration and the faculty are organized for change and are willing to move in new directions. Our major efforts this past year have been directed toward developing a climate for growth by introducing new management methods and by emphasizing the values to be gained by the college as an institution and by its individuals personally when all members of the college community are involved in this change process.

East Los Angeles College has also gone through a year-long intra-institutional study of its organizational structure--a committee of administrators, faculty, classified employees, and students has met often through the year to discuss the needs of the college. It will present its recommendations to the President in the near future.

Another major introspective evaluation of the college has already been initiated as a result of a Title III grant last semester. Within this proposal the college is asked to contract with the League for Innovation and the Battelle Organization to initiate an USHER program--using scientific humanism for educational reform. The heart of the USHER program is found in its emphasis on participative management--a system we used during this past semester to revise our original Title III proposal. The total campus was involved--an all-college information meeting lasting four hours served as the kick-off. Then, for a period of three months, four committees--each made up of all-college personnel and representatives from the community--met often and for long hours to provide college-wide goals and objectives for the coming years in participative management, outreach programs, improvement of instruction, and bicultural-bilingual education.

No proposal in the college's history has had such exposure. Through constant open meetings, all-college newspapers, and information bulletins, all personnel at the college were kept aware of the progress of the four committees' actions and were given an opportunity to join in the deliberations.

Although these activities were specifically directed toward a single proposal, the deliberations themselves provided a marvelous opportunity for the total college personnel to grapple cooperatively with significant education problems.

We believe the effects of these deliberations will have profound results for the future of the college. Through these meetings--and with the help of the district and the federal government--the college is looking forward to implementing its policies of:

(1) improving the quality of education for all students
(2) equalizing faculty balance
(3) extending the college more positively into the community
(4) organizing the campus for more efficient management of education.

Last year's efforts were directed toward reorganizing and restructuring our administrative organization; this year we are looking forward to an ever-increasing interrelationship and participation with faculty, students, and community.

James W. Trent

COMMUNITY COLLEGE FACULTY FACING THE EDUCATIONAL FUTURE

The community college movement is but an infant in the context of educational history, but the societal needs that initiated the movement and continue to bear on it have forced the movement to reach maturity at an early age. It has met this challenge and many others well, as its many achievements show. These include: the fact that the community college, probably more than any other component of postsecondary education, has contributed to the democratization of higher education; the rapid expansion of the movement; its early development of comprehensive curricula and community services designed to serve its diverse community members; and its efforts to attract its many communities to its various programs.

The community colleges have faced their challenges so successfully that we have good reason to expect that they will continue to do so. This is an important expectation, for surely further challenges lie ahead. A number of these have been depicted by Roger Garrison. Most noteworthy is that we may not really be dealing so much with new faculty with old problems, the topic of his presentation, but rather we may be dealing with old faculty with new problems--and with old problems yet to be solved. Garrison's chief concern seems to center on the "mostly old" faculty who bring old orientations to the new students and the new problems in community colleges.

One way or another, the new problems concern instructional issues. Without question, we need to understand the great diversity of community college students, and must strive continually to find and implement the best ways to meet their different needs. Surely, too, this objective requires a number of ongoing efforts, among them: providing the kind of instruction to which the students will respond; learning how to motivate them to take an interest in learning and the resulting self-development; teaching students in such a way that they will learn on their own without their instructor's help; teaching the whole human, partly by providing students with the appropriate emotional climate and social experience to develop their whole selves; and helping students to use knowledge for this purpose.

In sum, perhaps the greatest challenge of all is restructuring the

college environment so that students will become truly involved in learning. Although students and certainly the administration can contribute to this kind of restructuring, probably most of this initiative must come from the faculty. After all, they are chiefly in charge of instruction and its development. What must the faculty do to seize this initiative? Garrison offers some tentative answers.

They must bring new attitudes to their new students and new problems. They must move away from exclusively subject-based instruction to student- and community-based instruction. They must learn to understand and respect the cultures represented by their students and work in their terms. They must learn and practice the art of teaching human beings. They must learn that the college experience does and should provide an opportunity for both them and their students to learn. They must learn that they cannot rely solely on their traditional ways of teaching, but must undertake alternative educational practices better designed to meet their students' needs. They must realize that most of them do not know how to go about achieving these objectives and therefore must be sure that they receive sufficient coaching for this purpose.

Garrison has focused on the instructional aspects of the community college; Gleazer has emphasized the community college as a whole.[1] He rightfully recognizes that community colleges will differ just as the needs differ among the communities they serve. At the same time, he suggests a number of important common objectives of the colleges: (1) that the colleges provide open access to all members of their communities, including a large proportion of those who have not previously participated in postsecondary education, and that they operate according to the needs and convenience of their clientele, free from "unjustified rigidities of calendar, campus, and courses"; (2) that the colleges provide lifelong programs for the continuous self-development of their community members, regardless of age; (3) that they base their programs on the aggressively searched-out needs and plans for self-development of their clientele rather than remain locked into institutionalized "vocational-technical, academic, developmental, and recurrent programs"; (4) that they be mindful of and provide a market in response to community needs; (5) that they be able to respond flexibly and quickly to

community needs; (6) that they examine their educational outcomes in reference to student needs, progress, and measured performance and that teacher performance be evaluated on the basis of student achievement in this context; (7) that the colleges be perceived as an integral part of their communities rather than just provide services for the community; (8) that the colleges make use of their community resources as needs and interests justify rather than confine all their activities to their own campuses; and (9) that the faculty, administration, and governing boards of the colleges take an interest in and be knowledgeable about their community.

These objectives constitute a large order. Some reflect perennial issues that have gained new relevance and urgency. Some are addressed to newly realized needs, but, whether the issues come out of the past or present, they are equally important. Therefore, the crucial question is how they are to be dealt with. Without doubt, the answer depends in great part on the faculty, and we are thus left with another important question. What do we know about community college faculty members that might indicate what we can expect of their approach to both the old and the new issues their colleges must face?

Some answers to this question are available from The Study of Junior Colleges, which included a survey of faculty in 15 different two-year colleges across the country.[2] Although the faculty members had diverse characteristics, they also had some in common. The faculty included a few minority members and a significant proportion of women, but by and large they were middle-aged, Caucasian males. They tended to live in "above average" neighborhoods, and, at least in some ways, they were active in their communities.

Over half the faculty had taught previously in elementary and particularly in secondary schools. Nearly a fourth had had no previous teaching experience, and most of the remainder had come from four-year colleges and universities. Most taught general education or transfer courses; 35% taught vocational/technical courses; 4% taught primarily remedial or developmental courses. Most of them spent little or no time on student activities, committee work, or extramural, professional activities. Only 20% of them spent more than five hours a week with students outside of class. Nearly half held jobs beyond their regular duties.

Approximately 25% of the faculty reported engaging in innovative teaching activities, and approximately 10% were involved with individualized instruction designed to meet individual student needs. The majority preferred the more traditional methods of lectures, teacher-led discussion, drills, and quizzes.

They felt the five most important qualifications for teaching in a junior college, by rank order, to be:

1. demonstrated interest in student problems and activities
2. teaching experience at the junior college level
3. a wide range of work experience other than teaching
4. teaching experience at the elementary and secondary level
5. an outstanding undergraduate or graduate academic record.

As measured by an abridged form of the College and University Environment Scales (CUES), the faculty considered their colleges relatively high in orientation toward practical outcomes and "community," meaning good relationships among faculty and students. They considered their colleges relatively low in providing the environmental "awareness" that would stimulate the development of aesthetic and intellectual appreciation.

They considered the most important student outcomes to be personal and social development, vocational development, tolerance for others, and the ability to think critically. Except for vocational training, however, few felt that these outcomes were being realized.

The faculty felt that their colleges benefited their communities most by providing opportunities for higher education and vocational training to those who might not otherwise have them, but they placed little emphasis on continuing, adult education, retraining of adults, or other educational alternatives.

They considered their students "average" in various academic and personal characteristics and skills, with several exceptions: they considered their students "below average" in academic background, academic self-confidence, and study habits, in contrast to the students' self-perceptions.

The faculty generally took a fairly "liberal" position toward social issues. At the same time, many apparently did not accept that social

conditions inhibit the development of minorities and the educationally disadvantaged. Forty-eight percent of the faculty did not agree that, if blacks live poorly, it is largely due to discrimination and neglect from whites. Fifty-three percent felt that anyone can get ahead in life, regardless of color, if he is willing to work hard. Thirty-three percent of the faculty did not agree that more money should be spent on programs for the disadvantaged.

The faculty favored participatory administrative procedures, although their views varied on which constituent college groups should have primary administrative responsibility, depending on the activity. They generally left students out of the administrative and policy-making process, except for jurisdiction over their own conduct.

The faculty also generally expressed satisfaction with major functions of their colleges, with the exception of their state and local governing boards and the qualities of their students. However, they considered their colleagues to be less satisfied than they were themselves. A decided majority (64%) reported preferring to teach at a junior college, still leaving a sizable group (36%) who would have preferred to teach somewhere else. Moreover, only 31% said that they would prefer a junior college as first choice for their children during their first two years of college.

The faculty considered the most important priorities of their colleges to be providing general education and transfer and occupational programs. They considered continuing and adult education to be least important. The faculty considered the three top-ranked prospects for junior colleges to be expansion of occupational programs, expansion of continuing education programs (regardless of their lack of concern for this function), and the continuation of junior colleges essentially as they are. In essence, for the most part, the faculty wanted simply to continue or expand what have been their colleges' traditional functions.

These findings have a number of implications for the instructional and institutional needs and objectives raised by Garrison and Gleazer. The findings do not reflect a national random sample of junior college faculty, but the chances are that they form enough of a cross-section of the nation's junior college faculty to be given serious consideration.

We shall consider ten of these implications:

1. Indications are that most faculty in junior colleges are not that new, even though they may be relatively new at their particular colleges, but some are decidedly new faculty, who have not taught before. There are also those who have taught before, but not in a junior college. No doubt, there are numerous dedicated members among these groups. No doubt, too, many of them could put their dedication to better use if they had some sort of orientation to the issues enumerated above, suggesting ways of dealing with them. This experience should be as profitable for old faculty not in tune with new problems as for anyone else. Moreover, there is evidence that the experience can be profitable. The review of the literature in The Study of Junior Colleges uncovered that those faculty members who had participated in some kind of formal orientation to the junior college were most supportive of their colleges' objectives, devoted the most time to their teaching activities, and were most satisfied with their activities compared with other faculty.
2. The faculty come from varied backgrounds, including diverse teaching backgrounds. It is important to know what relevance these different backgrounds have to their commitment to and effectiveness in their careers.
3. The fact that a number of the faculty are breaking out of traditional teaching modes is commendable and may hold promise for some of Garrison's points. The majority of faculty, however, are apparently going about their teaching as usual. Ways must be found to stimulate their interest in further developing their teaching, but simply to adopt some new approach to teaching is not sufficient. Every effort must be made to evaluate the effectiveness of each new approach on the teaching-learning process to assure that it leads to desirable outcomes while remaining practical.
4. Equally commendable is that the faculty consider the most important trait of a junior college teacher to be an interest in

student problems and activities. This is fundamental to the concern for the whole human being in each of the diverse students attending the colleges, but the faculty spend very little time with their students outside of class. That situation certainly needs further exploration. The principle of student emphasis is of no worth if it is not practiced. Probably most learning and student assistance take place outside the classroom. Ways must be found to involve faculty outside of class so that this learning can be applied to students with different needs. This is all the more pertinent in light of the faculty's own perception that their students have special problems with their academic background, academic self-confidence, and study habits. These are the very problems that call for special attention.

5. So many community college students need all sorts of remedial education, and few faculty are formally involved in it. Here, again, is another situation that warrants full exploration. Many students will not gain from being placed in available teaching modes, modules, or molds. The instructional process must bend to meet the different needs of different students, helping them to break out of the molds that inhibit their learning and development.
6. It is fine that the faculty perceive their college environments as friendly and practically-oriented, but they also perceive their environments as lacking in "awareness"--intellectual and aesthetic stimulation. They also feel that the most important student outcomes, other than vocational, are personal and social development, tolerance of others, and the development of critical thinking, but that these outcomes are not being realized sufficiently. The development of an "aware" environment is probably one of the best ways to accomplish these outcomes. Ways can and must be found to create this awareness.
7. The faculty conceive their colleges' educational functions in a traditional way, with almost all emphasis on transfer and vocational/technical programs. Here, too, with the right kind of

in-service orientation or development programs, many faculty might become interested in stretching their college functions to meet a great variety of student needs. Garrison is right: faculty members can also learn.

8. Many faculty members do not appear sympathetic to the problems of the educationally disadvantaged, particularly the blacks. Perhaps much can be done to assist faculty members to understand the special problems these students must face, so that they will want to assist their disadvantaged students to deal with their problems and free them to develop their full potential.

9. One outstanding feature of the community college is the amount of commitment faculty and administrators bring to it. Still, there is a sizable proportion of faculty who do not prefer teaching in a community college. If they harbor negative attitudes towards their students or colleges or lack enthusiasm in their jobs, they may have negative effects on their roles and activities. This possibility needs investigation and may bear on needed recruitment policies.

10. Finally, the faculty prefer participatory decision making. This process might do much to enhance morale, professional interaction, and institutional and instructional development generally. Periodic monitoring of the decision-making process might well be made with this possibility in mind. The effects of including students in the process might also be taken into account.

Considering these implications, and the degree of their pervasiveness, how can they contribute to the attainment of the instructional and institutional objectives suggested by Garrison and Gleazer? Of course, as Garrison pointed out, at the outset many faculty members must change their attitudes, but change of attitude is no automatic or easy matter. A variety of activities can promote the change of attitudes and the actions that will contribute to the institutional development that has been suggested. Many of these activities are already under way in numerous colleges, and others could be.

For instance:

1. Most community colleges now offer many excellent educational opportunities to the members of their communities, but, unfortunately, many community members do not know about them. A strong, on-going program designed to sell to community members the good things their colleges have to offer them is needed.
2. Perhaps even more important is that the colleges really learn the nature of their communities, including their diversity and educational needs. Moreover, if community colleges are to meet the "new" needs of their communities--the inevitably changing needs of the different segments--they must update their learning on a regular basis. In the meantime the evidence from The Study of Junior Colleges is that most of them know very little about their communities and, when information is on hand, it is usually known only to two or three people. The solution to this problem is to undertake systematic research and to interpret and disseminate its results to the colleges' entire staff. The staff's personal and consistent acquaintance with all segments of the community (far beyond Kiwanis or Rotary Club) can augment this research and bring more meaning to it.
3. The first two items require considerable direct interaction between the college staff and community members, but it cannot end there. Once communication of what the college has to offer the community members has been accomplished, concerted effort must be made not only to reach all members of the community who can benefit, but also to encourage, even assist, them to do so. Moreover, once new educational needs are detected and programs developed to meet them, one of Gleazer's points no doubt holds: not all community members can be expected to come on campus; some programs must be brought to community members and tailored to their circumstances. Just one example of this is Pasadena City College's neighborhood

programs for "drop-in" students of all ages and educational needs.

4. It is just as important to learn the college's campus community of students, faculty, and staff--for the same reasons and in the same manner as for the larger community.
5. Of course these efforts depend heavily on the appropriate faculty recruitment and training. Remember that the change of attitudes and actions necessary to accomplish these changes is not automatic, but the right kind of in-service training can be a great help in this direction. Perhaps one of the most promising forms of in-service training is the faculty development programs increasingly being established on community college and four-year college and university campuses. The "why, when, and how" of these programs has been nicely presented by Astin and Associates.[3] Clare Rose has described in detail a faculty development program recently instituted at Los Angeles Harbor Community College.[4] Here the faculty and administration have been working together to cut through the rhetoric by establishing concrete ways to improve both faculty and administrative effectiveness. Among the factors covered in faculty development programs are: the development of institutional, curricular, and course objectives; assessment of the attainment of these objectives; assessment of the diverse natures, needs, and potential of students that bear on their learning and development; determination of which faculty and teaching characteristics best suit which students; techniques for improving teaching effectiveness; evaluation of teaching and institutional effectiveness; determination of pertinent educational alternatives; and determination of effective administrative decision-making and program-development techniques.
6. Critical to the sound accomplishment of most of the items enumerated above is the participation of a professional unit devoted to evaluative research that will contribute the data

necessary for program development and improvement. The unit will show need, needed response to need, effectiveness of response, and alternative responses called for. (This item must remain succinctly stated at this point; to say more about the needs for and methods of evaluation would require a separate treatise.)

7. I repeat that much more could be accomplished along these lines if university personnel possessing expertise and concern would collaborate with their community college colleagues in developing research for developmental programs to their mutual advantage. (Here, too, I merely raise the point. Much more needs to be said on this subject.)

There remains more to be said and more to be done. The potential is there. Whatever the challenge, indications are that many community college faculty and administrators are moving to shape the educational future in constructive ways rather than simply reacting to pressures put upon them or, worse, ignoring them. For the most promising future more of their colleagues need to join their ranks. Increased efforts of the kind described in this Report will surely permit us to be optimistic that they will.

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N. Arthur Rasmuson

NONTRADITIONAL STUDENTS AND STAFF TRAINING

During and following the social ferment of the 1960s, community colleges moved into the latest phase of their continuing development. Although they have not altered their mission of preparing students for transfer and providing two-year career programs, many have now added another function that gives them a broader base. Full recognition of this role has caused most junior colleges to change their name to community colleges.

THE NONTRADITIONAL STUDENT

With this added responsibility has come a wider spectrum of students for the community college to serve. An increasing number have been drawn from a pool generally labeled nontraditional. Included, for example, are housewives who, for a variety of reasons, have decided to return to (or to enter for the first time) the classroom; ethnic minorities who, in the past, have not attended postsecondary institutions; and employed men and women who have returned to the classroom for additional specialized training or more general education. Additionally, the community college is beginning to attract more senior citizens who have found the classroom stimulating and rewarding. While many of these nontraditional students have fitted easily into the academic scene, it is nevertheless true that a significant number of them have experienced difficulty in adjusting to the traditional college classroom. Some are undoubtedly "new students," as Patricia Cross has called them--those who rank in the lowest one-third on traditional aptitude measures. But other students may find that the academic fare served in the traditional academic fashion is simply not in tune with other learning experiences they have encountered in the business world or in an industrial setting.

The real question community college educators must answer deals with the education of these nontraditional students within a traditional academic framework. Parenthetically, of course, it must be noted that community college instructors who have taught for 15 to 20 years argue that they have always had to deal with some elements of the nontraditional pool of students --particularly those whose academic abilities were in the lowest quartile.

This is undoubtedly true, but the attrition rates two-year institutions have reported for the last 20 years attest to their failure to respond successfully to the nontraditional students. As long as enrollment trends continued to escalate in the 1950s and the 1960s, community college educators could plead that most of their efforts were absorbed in meeting the surge in enrollments. In the early 1970s, however, it became evident that the pool of traditional students was shrinking. Indeed, if nontraditional students were not enrolling in such large numbers, community colleges would now be facing a downward trend in enrollment of some magnitude. It appears that the educational problem has finally caught up with the community college. Although long discussed, the issue of the nontraditional student finally became the topic of the 1973 Assembly of the American Association of Community and Junior Colleges. The Assembly's report concludes that top priority in community colleges in the 1970s be accorded staff development so that the promise of postsecondary education held out to the nontraditional student can be fulfilled.[1]

BARRIERS TO STAFF DEVELOPMENT

If the concept of "new staff for new students" is to be implemented, reliance must be placed on in-service training not only for newly-hired faculty but also for instructors who have been teaching many years. There are, however, some inherent obstacles to the development of a sound in-service training program, whether designed for the novice teacher or the seasoned veteran.

First of all, faculty will object if the in-service training program is a mandate from the administration. They will view it as another burdensome task--time-consuming and irrelevant. If scarce dollars are spent on the project, many will counter that the money should go toward salaries or additional faculty.

Secondly, they may have a deep-seated suspicion that educational theorists have something to do with in-service programs. The location of the

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[1]Assembly of the American Association of Community and Junior Colleges, New Staff for New Students, Washington, D.C.: American Association of Community and Junior Colleges, 1974.

School of Education in the pecking order of the university is well-established in the minds of many community college instructors. The fact that modern educational theorists have moved toward an empirical foundation is lost on community college instructors, who claim to remember a two-unit education class at Berkeley 20 years ago that stressed the proper openings for windows and the tilt of the Venetian blinds!

Finally, the community college is staffed by instructors who have been socialized within the university. Most likely, they were themselves capable "traditional" students who fitted easily into the regimen of lecture and reading lists. Quite often, they chose college teaching because they enjoyed the collegiate setting or they identified with a few favorite professors and wished to emulate them--or perhaps both. The influx of the nontraditional students (and the more varied teaching strategies required) may very well threaten the role-model instructors have assumed and in turn cause them to reject both nontraditional student and innovative teaching strategy.

TWO ELEMENTS OF STAFF TRAINING

Those who would plan in-service programs should recognize the two separate and distinct elements they must consider within the structure of staff training that focuses on the nontraditional student. The first element involves a necessary shift in attitude by the faculty and is related to the socialization process and the role expectation described above. Unless the instructor comes to realize that many of his students do not fit the stereotype of the traditional student--and by definition many nontraditional students do not--the instructor will at least feel uncomfortable with such students, or worse, he will hold them in contempt.

Fortunately, only a relatively few community college instructors are so élitist, in an educational sense, that they can or will deny the reality of the nontraditional student. Most instructors can bridge the gap between their own collegiate background and that of their students. What these instructors need, though, is insight into the characteristics of the nontraditional student. They must understand, for example, the learning stress and disabilities that may prevail for a woman in her mid-30s who enters college for the first time or for a minority student reared in a ghetto. Few

community colleges, however, have made any attempt to acquaint instructors with the characteristics of the nontraditional student. Instead, the teacher is left to cope with them as best he can until seniority allows him to lay claim to the "better" students.

The second element of an in-service program stems from the first. Once an instructor not only recognizes that student motivation and learning style differ but also understands and accepts the fact, he needs to develop the special teaching strategies to reach these students. He must, in every sense of the word, become a manager of learning. This requires considerable exposure and training in teaching methodology, ranging from gaming to the most sophisticated use of audio-tutorials. Beyond that, this element of the staff training program must also develop among instructors a willingness and desire to experiment. The primary ingredient for that purpose is an administration that not only encourages innovative teaching techniques but is also prepared to accept some failures.

The community college has progressed far in the 70-odd years of its existence. It now has among its clientele a much more diversified range of students, and the future suggests that ever more nontraditional students will attend. If the community college is to meet the challenge of these newer and different students, there is simply no alternative: in-service programs must be established. Even moderately successful staff training will help to facilitate the congruence between faculty aspirations and student expectations so necessary to both.

Robert D. Melcher

IMPLEMENTING ACCOUNTABILITY CONCEPTS AND PRACTICES IN THE COMMUNITY COLLEGE

INTRODUCTION

Claude Fawcett maintains that "the community college will be obliged to become more accurate in its definition of purpose and intent" to compete effectively for students and scarce public funds. To do so, he said the college will have to develop an "integrated organization capable of accountable actions within its assigned responsibilities." Easier said than done!

You, as college administrators, cannot expect your students, faculty, and community groups to initiate and implement change and be held accountable for the results. Rather, it is you who must provide the leadership and create the framework and climate for constructive change to take place. In other words, initiation of change and accountability for results begin with you.

Today, you will be introduced to a process called the Management Responsibility Guide (MRG), which deals with management accountability concepts and organizational change strategies. You will have an opportunity to work with this process and see whether or not it might be a way to convert administrative and educational concepts, purposes, and intent into practice.

For nearly six years our firm has been working with educators, educational systems, and educational communities. Except for the last six months, our assignments have been in educational settings other than community colleges. During the past six months, we have had an opportunity to work with President Rodriguez, the deans, and the administrative staff of East Los Angeles College (ELAC). We found that the experiences we derived in organizations within the private and public sectors, including educational systems, were directly applicable to ELAC. Perhaps our experiences may enable you to view the world of role definition, managing accountability, and change in a different light. Before we depict what took place at ELAC, some of the basic assumptions and concepts underlying the MRG methodology in educational systems need to be described.

BASIC ASSUMPTIONS AND FUNDAMENTAL CONCEPTS

If administrators, faculties, students, and community groups can better understand their respective roles and relationships, can communicate, and can solve their problems in relation to student and community needs, better education will take place. Underlying this basic assumption is a series of fundamental concepts:

1. establish the key objectives of the college so as to enable each student to achieve to the best of his ability and to enhance the educational processes of the college
2. organize each college in a manner compatible with its key objectives, yet retain its own identity
3. realign each college's structure into smaller, more cohesive, and educationally compatible groups so that faculty members, students, and community representatives can be heard, be involved, and have influence
4. utilize the MBO process and its methodology to define the administrative and educational job to be done at the college to enable individuals, within and external to the college, to clarify their roles and relationships, resolve accountability differences, improve communications, and implement decisions
5. establish a framework for staff development and team building and a climate for allowing a better understanding and acceptance of accountability concepts at all levels within the college and for freeing creative energy
6. ensure that whatever is developed as a result of the process can be used at all levels within the college with a minimum of modification and external assistance.

In undertaking the assignment at ELAC, we anticipated that the following benefits would eventually result:

1. a more meaningful involvement, participation, and understanding of the entire college community in identifying and resolving educational problems
2. an ability to manage change systematically, be responsive to needs, and confront educational issues constructively

3. a more thorough understanding and acceptance of participative decision making without fragmenting accountability for results.

THE ELAC PROJECT

In August 1973, Armando Rodriguez was appointed President of ELAC. After lengthy discussions with his deans, one of his first decisions was to rotate the assignments of three of his four deans. He then appointed a task force comprised of certificated, classified, and administrative personnel to conduct a study of the effectiveness of the revised assignments and to advise him on matters relating to the organizational and operational needs of the college. Also, the college had applied for a Title III grant, of which one component related to Management by Objectives (MBO). In December it became apparent to both the president and task force that some external assistance was needed. The president wanted to enable members of his staff to understand more clearly the job to be done, who is accountable to whom for what, and how they could communicate and solve problems more effectively together. In addition, he wanted to provide a framework for integration of Management by Objectives and a means to enhance on-going meaningful communications and problem solving with the faculty and college community. The task force wanted guidance in helping them evaluate the effectiveness of the new alignment and decide which recommendations, if any, should be made to the president. He asked the task force to aid him in the selection of the consulting firm. The task force interviewed representatives of three consulting firms, reviewed their proposals, and submitted recommendations to the president. Our firm, Management Responsibility Guidance Corporation (MRGC), was selected.

The scope of the project was limited to the president, four deans and the assistant deans, directors, and coordinators from their staffs--in all, a total of 28 participants. The consultant from our firm met jointly with all the participants to discuss the purposes of the study, to hear their expectations and concerns, and to describe the MRG process and the methodology to be used. At the close of the meeting, each participant received a flow chart and an article describing the MRG process (see Attachment A, p. 100).

PHASE I - DEFINING THE JOB TO BE DONE

Over a four-week period, a series of in-depth interviews was conducted by the consultant with each of the participants. These interviews were designed to elicit an understanding not only of what each person was doing, but more importantly, of what each person thought he should be doing to meet the needs of the job. Barriers or roadblocks surfaced and alternative solutions to what might be done to improve the effectiveness of the college were explored. Some of the significant differences, among the many that surfaced, related to what the basic mission of the college should be, the quality of interaction and communication within and among deanships, the role of counselors in vocational versus personal student needs, the relevancy of curriculum development to student and community needs, the structuring and administration of the Evening Division, and the lack of understanding of how to manage major programs that interacted with the deanships.

After the data from the interviews had been analyzed, a modular "task-oriented" framework, which we refer to as "configuration design," was developed to accommodate the definition of the job to be done and the issues and barriers to be addressed by the participants. The following "configuration design" and its rationale were discussed with and approved by the participants:

Administrative and General Management
Financial Management
Campus Support
Personnel Administration
Community Development
Institutional Development
Curriculum and Institutional Development
Instructional Support
Co-curricular Student Services
Nonacademic Student Services
Specific Program Mission
Common Program Management

Over 300 "task descriptors" were then written and placed within one of the 12 areas of the configuration design. Some examples of the descriptors are:

Develop college goals, plans, priorities, and commitments in accord with educational philosophy and policies

Establish policies, plans, and priorities for implementing or continuing programs to meet community target population needs

Determine whether or not to proceed with or implement new programs within college based on goals, resources, and priorities

Prepare annual college plan for curriculum development including definition of specific objectives, priorities, and assignment of accountability

Develop college plans and guidelines for extending classroom into experiential and outreach settings

Determine curricular support responsibilities of counselors.

The task descriptors were reviewed, modified, and approved by the participants and entered on the MRG matrix format with the position of the participants and other key personnel, similar to the one depicted in Attachment A, Exhibit 1, p. 102.

PHASE II - DETERMINING HOW THE PARTICIPANTS PERCEIVE RELATIONSHIPS

One of the most perplexing role and relationship problems that may be confronting you as an administrator is determining how members of your work group perceive not only their own relationships to the job to be done and to one another, but also what they think the relationship of individuals external to the work group should be. Of equal importance is the problem of finding a common basis from which members of an organization can communicate with one another about the job to be done. The MRG process uniquely meets this need by providing a common "responsibility relationship" language that is divided into seven different specific accountability terms and corresponding codes. The first three terms and codes of the language relate to who is accountable to whom for what:

A - General Responsibility	Individual guides and directs execution of task through the person delegated operating responsibility and has approval authority over task

B - Operating Responsibility	Individual is directly responsible, at the operating level, for execution of task
C - Specific Responsibility	Individual is delegated responsibility for execution of specific or limited portion of task.

The remaining four codes of the language are intended to help specify the accountability relationships pertaining to how individuals and groups work together to get the job done.

D - Must Be Consulted	Individual, if decision affects his area, must be called in before any decision is made or approval granted, to confer, render advice, or relate information, but does not make decision or grant approval
E - May Be Consulted	Individual may be called in to confer, relate information, render advice, or make recommendations
F - Must Be Notified	Individual must be notified of action that has been taken
G - Must Approve	Individual must concur or grant approval.

A second group briefing was held to review the operational, organizational, and project status since starting the project, to describe what was going to take place, and, more specifically, to review the MRG process "language" and how the participants were to enter their perceptions of each of the 300 task descriptors listed on the matrices. The titles of the president and deans were listed along the top of each page of the matrices, but all subordinate position titles were omitted. This concerned many of the participants until we explained that it was critical to ensure that the accountability for all task descriptors be established among the president and deans before determining subordinate roles and relationships. We encouraged each of the deans to work with and obtain subordinate perceptions of what the dean's responses should be. Specific ground rules on how to enter their perceptions were described as follows:

Read each task descriptor and determine what relationship, if any, you should have.

If you believe you should have no relationship to the task descriptor, do not enter a relationship code and proceed to the next task descriptor.

If you believe your relationships should be an "Operating Responsibility," enter Code "B" in the space where the task descriptor and your title intersect. Also review, in relation to the same task descriptor, each of the other positions that head each column and determine whether or not a relationship should exist. If one should exist, enter the code or codes in the appropriate space.

If you believe your relationship should be other than the "Operating Responsibility," enter the appropriate code or codes only in the space where the task descriptor and your position title intersect.

You may use up to two codes per column for each task to indicate your relationship views.

If you believe a task descriptor has been omitted or that a task descriptor should be revised or eliminated, feel free to make whatever additions, changes, or deletions you think necessary.

Each participant received a booklet of the entire set of task descriptors and was told that, if he needed individual help, we would be available to assist. We suggested that each person work independently and that the MRG booklets be returned to us within ten days.

PHASE III - IDENTIFYING KEY ISSUES AND DIFFERENCES

During the ten-day period we received few calls for assistance. After we received the completed matrices, it became apparent that only one dean had involved his subordinates in helping him complete the matrices. We first reviewed the president's and deans' booklets independently, then met with each of them to clarify responses that seemed ambiguous or unclear.

We then prepared "composite" matrices representing the role and relationship views of the president and deans. Out of the 300 tasks, there were a total of 113 gaps and overlaps. In other words, the "Operating Responsibility" for over 37% of the task descriptors was either claimed by two or more participants or not claimed at all! We reviewed the findings with the president and once again met with each of the deans to see whether or not any of them wanted to make changes. Few did. The president met independently and then jointly with two of the deans to clarify and resolve some significant differences. The president then decided it would be appropriate to meet jointly with all of the participants at a retreat to resolve accountability differences and strengthen the interaction among the members of his group. We revised the matrices to reflect the perceptions that had been resolved on a one-to-one basis and distributed the revisions to all the participants. The president's perceptions were omitted because, if his views were known before the retreat, it might influence the deans to change their views to match his. The participants were asked to review the matrices and indicate independently the task descriptors they wished to discuss at the retreat.

PHASE IV - CLARIFYING AND RESOLVING DIFFERENCES

A two-day retreat was held at a resort approximately 60 miles from the campus. Because of the many participants, it was decided that a "fishbowl" setting would be used. Seated at a center table were the president, deans, and two consultants. Three vacant chairs were also placed at the table. Surrounding the center table grouping were enough chairs for the remaining participants. A ground rule was established that only participants seated at the center table could take part in the discussions. If someone in the outer circle wished to speak, he or she could occupy one of the vacant chairs. Before the meeting, the president and deans had been concerned that most of the subordinates would probably play a passive role and not actively participate or express their views. This concern was short-lived. After the first five minutes of discussion, the chairs began to be occupied and a fourth chair was added to accommodate the participants desiring full involvement.

Normally, MRG problem-resolution sessions are conducted with the immediate work group only. Because of the large size of the group, it was

decided to get clarification and resolution on the gaps and overlaps rather then to work on the interdependency relationships. As each task descriptor was discussed, it became apparent that the dean who had involved his subordinates in helping him establish perceptual views was in a much stronger position to support his position than were the other deans. The president entered the discussion only when it became necessary to express his views, clarify his administrative and educational philosophy, or resolve differences. Within the two-day period, over 90 of the major gaps or overlaps had been resolved. Those that remained are to be discussed and resolved during future problem-resolution sessions with the president and his deans.

Following are a few of the issues dealt with during the retreat:

1. transfer of admissions and records from Educational Services to Student Personnel
2. involvement of counselors in the development of curriculum
3. involvement of teachers in student guidance activities
4. clarification of the College Development deanship role
5. monitoring of student body funds
6. release of information to the public regarding college activities
7. identifying target populations within the college community and assessing needs
8. evaluating the effectiveness of the college in responding to community needs
9. integration of special program curriculum activities with standard courses of instruction
10. developing and applying criteria for assessing curriculum needs and priorities
11. establishing programs to help students meet the transfer requirements of the college of their choice
12. assigning students for counseling and advisement
13. gathering and disseminating career information and job preparation requirements
14. establishing a system to integrate all programs and all deanship planning endeavors.

At the completion of the retreat, the college coordinator for the project asked each of the participants to help him in rating and evaluating the effectiveness of the project and the retreat. A summary of the ratings may be found in Attachment B, p. 104.

PHASE V - CONVERTING WHAT SHOULD BE TO OPERATING REALITY

Many of the decisions agreed to at the retreat were simple to implement and, we understand, due to become effective in September 1974. Other changes will take more time to implement. Some matters, however, may be quite difficult to resolve, since the problems mean changes in policy or operations at the District Office.

In summary, a foundation has been laid for meaningful and on-going communications and problem solving among key administrators, and for implementing Management by Objectives throughout the college. The first leg of a comprehensive, participative management system is now a reality, but it is only the beginning--for it to be fully effective, the college's administrators, faculty, students, and external community must also be involved in communicating and problem solving that will meet the needs of the student and the community and also improve the quality of the educational endeavors of the college. Only in this manner will colleges be able to compete effectively for scarce public funds and fewer students. The full understanding and support of the total college community is not only essential but mandatory in today's uncertain world.

[Following the presentation, the conference participants spent two hours working with a simulation exercise based on the MRG process. The participants were divided into small teams and each participant assumed a "position" different from his or her actual one. Each team was given a set of MRG matrices with task descriptors that could apply to any community college setting. Within this framework, each participant entered his or her perceptions and then discussed and resolved differences as if it were an actual situation rather than a simulated one.]

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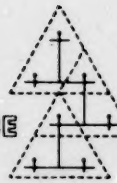

MANAGEMENT RESPONSIBILITY GUIDANCE CORPORATION

THE MANAGEMENT RESPONSIBILITY GUIDE PROCESS

A BRIEF DESCRIPTION

The Management Responsibility Guide (MRG) process is a planned organizational effectiveness approach which has been used for over a decade to help decision-makers establish accountability and communication networks and do a better job of managing and problem-solving. It has enabled them to identify, surface, and resolve complex organizational role and relationship issues pertaining to who is accountable to whom for what and how members of teams can work together more effectively to get the job done.

The MRG process is comprised of five phases:

Phase I - Defining the job that should be done.

Interviews are conducted with members of work groups to define what each thinks should be done to meet the organization's mission, not necessarily what is presently being done. The focus is on identifying operational practices and organizational concepts that are at variance with the basic purposes of the organization, as well as surfacing role and relationship issues that prevent the effective accomplishment of the job to be done. Task descriptors are then written which highlight the issues that have been identified and the job that should be done. The task descriptors and relevant positions are entered on a matrix format similar to Exhibit 1.

Phase II - Determining how individuals perceive relationships.

No meaningful or lasting role and relationship resolution can take place without a means by which individuals can communicate and develop a mutual understanding. The MRG process meets this requirement by providing a common language which enables each participant to state precisely how he and others should relate to each task descriptor entered on the matrices. The following codes are used by the participants to indicate their relationship views regarding each task descriptor:

A General Responsibility
B Operating Responsibility
C Specific Responsibility
D Must Be Consulted
E May Be Consulted
F Must Be Notified
G Must Approve

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Phase III - Identifying key issues and differences.

The participants' responses, in the MRG matrix format, are returned to the consultant who prepares a composite view of the perceptions, identifies key issues and problems, and develops alternative approaches for resolving the divergent perceptions. Some problems are best resolved on a superior/subordinate basis while others in conjunction with the work group. More often than not a combination of both resolution methods is used. The head of the work group decides how to proceed.

Phase IV - Clarifying and resolving differences.

In one of the group problem-solving approaches, each member of the work group is given a copy of the composite matrices depicting all responses except the superior's. His responses are omitted because they might influence others. Each member reviews the composite matrices, then the entire work group is brought together to clarify relationships and to resolve differences. During the problem-resolution meetings, the participants are able to express their feelings and opinions regarding how they should be working together.

The MRG process is not a group decision-making process; on the contrary, it is a group-participation process. When differences occur which cannot be resolved by the peer participants, their superior decides what to do.

Once the members of a work group have clarified their roles and relationships, they turn their attention to external work groups. The group determines how external groups should relate the defined tasks. The external work groups independently enter their perceptions regarding the same task descriptors. The responses from the internal and external groups are compared and differences resolved in a manner similar to the methodology used within a work group. Exhibit 2 is an example of one page from a finalized set of matrices.

Phase V - Converting "what should be" to operating reality.

During the previous four phases, decisions have been made which impact upon the concepts, policies, directives, practices, staffing, and structure of the organization. A plan of action is then formulated and commitments are made regarding the best manner in which to implement the changes with the least amount of disruption to on-going activities.

The MRG process has been used in industrial, educational, and governmental organizations of all sizes to help decision-makers surface and solve a wide variety of organizational problems. It has helped create an environment where change can be discussed freely and has fostered the development of candor, openness, and trust. The process has afforded each person an opportunity to gain a broader perspective and understanding of what he must do in working with others to permit the organization to function more effectively. As an on-going process, it has provided participants with a tangible mechanism that has facilitated their timely involvement in solving complex accountability problems as well as helped them strengthen their day-to-day working relationships.

Exhibit 1

MANAGEMENT RESPONSIBILITY GUIDE

POSITION OR ORGANIZATION

NUMBER	TASK DESCRIPTION	Principal	Assistant Principals	Asst. Principals GL	Asst. Principals AN	Asst Principal SS	Dir. Student Activity	Department Chairmen	Dept. Chairmen GL	Dept. Chairmen AN	Dept. Chairmen SS	Counselor	Activity Room Teacher	Teacher	Student	Parent	Board of Trustees	Superintendent	Asst. Supt. Area "A"	Asst. Supt. Area "B"	Asst. Supt. Business	Dir. Supt. Education	Dir. Cert. Personnel	Sr. Admin. Asst.
1.1	Develop annual operating budget of school.																							
1.2	Insure compliance to established budget.																							
1.3	Forecast finances necessary for new educational programs, equipment &/or facilities.																							
1.4	Insure that departmental instructional program objectives, plans & commitments are developed within established district policy.																							
1.5	Establish departmental instructional budget in light of program objectives, plans & commitments within district allotment.																							
1.6	Manage department within established plans & budget including transfer to capital funds.																							
1.7	Determine placement of certificated personnel required to meet teaching work loads in accord with master schedule.																							

RELATIONSHIP CODE

A GENERAL RESPONSIBILITY
B OPERATING RESPONSIBILITY
C SPECIFIC RESPONSIBILITY
D MUST BE CONSULTED
E MAY BE CONSULTED
F MUST BE NOTIFIED
G MUST APPROVE

ORGANIZATION IDENTIFICATION

AMERICAN HIGH SCHOOL
ADMINISTRATIVE FUNCTIONS

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APPROVAL

DATE: 12-1-72

PAGE: 1 NO. 1 OF 1

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MANAGEMENT RESPONSIBILITY GUIDE

POSITION OR ORGANIZATION

NUMBER	TASK DESCRIPTION	Assistant Principal	Asst. Principals	Asst. Principal GL	Asst. Principal AN	Dir. Student Activity	Department Chairmen	Dept. Chairmen GL	Dept. Chairmen AN	Dept. Chairmen SS	Counselor	Activity Room Teacher	Teacher	Student	Parent	Board of Trustees	Superintendent	Asst. Supt.	Asst. Supt. Area "A"	Asst. Supt. Area "B"	Asst. Supt. Business	Dir. Cert. Education	Sr. Admin. Asst. personnel
1.1	Prepare or modify annual instructional operating budget of school within established guidelines.	A B	C D				C		C D				E							E F		G	E F
1.2	Insure compliance to established budget.	A B	C D						C				E							E F		C F	
1.3	Forecast finances necessary for new educational programs, equipment &/or facilities.	A	B						C D				E		E					E F		D G	C D	E F
1.4	Insure that departmental instructional program objectives, plans & commitments are developed within established district policy.	C G	B				A C G		C				E							E		C F	
1.5	Establish departmental instructional budget in light of program objectives, plans & commitments within district allotment.	C G	B				A C D		C						E					C		C F	C F
1.6	Manage department within established plans & budget.	A E F	B						C						E F							C	
1.7	Request transfer of funds to capital account.	A C G	B						C									G	G	C G		C G	

RELATIONSHIP CODE

- **A** GENERAL RESPONSIBILITY
- **B** OPERATING RESPONSIBILITY
- **C** SPECIFIC RESPONSIBILITY
- **D** MUST BE CONSULTED
- **E** MAY BE CONSULTED
- **F** MUST BE NOTIFIED
- **G** MUST APPROVE

ORGANIZATION IDENTIFICATION	MANAGEMENT RESPONSIBILITY GUIDE © MRG CORPORATION 1971	DATE	PAGE
AMERICAN HIGH SCHOOL ADMINISTRATIVE FUNCTIONS	APPROVAL John Jones	2-1-73	1 NO. 1 OF 6

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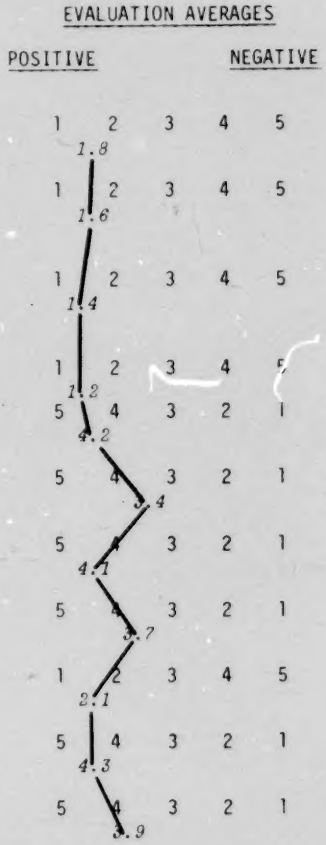
Evaluation of MRG Project
East Los Angeles College
June 21, 1974

The following profile summarizes the ratings of the President, Deans, and administrative staff of ELAC at the conclusion of the Administrative Retreat.

EVALUATION AVERAGES


POSITIVE
NEGATIVE
A. I know better the philosophy of the deans. 1.8
B. I gained new insights into organizational procedures at ELAC. 1.6
C. I think that the MRG process should be continued within my deanship to clarify roles and relationships. 1.4
D. During the coming year, more time should be set aside to involve the administrative staff in problem-solving. 1.2
E. I was disappointed by this project. 4.2
F. We can now continue the MRG process without outside help. 3.4
G. Our ability to plan and work together has not been improved. 4.1
H. Our level of confidence and trust in one another is unchanged. 3.7
I. Our ability to confront issues has been improved. 2.1
J. Our ability to problem-solve with one another has been set back. 4.3
K. This project failed to come to grips with the real issues. 3.9

1 = strongly agree
2 = agree
3 = neutral
4 = disagree
5 = strongly disagree

Claude W. Fawcett

CHALLENGES FOR THE COMMUNITY COLLEGE

Three tantalizingly difficult problems may plague the community college for the next decade and a half. Faced with the possibility of a fourth type of higher education variously identified as the "open university" or "extended higher education" and its accompanying multiplication of postsecondary educational opportunity, the community college will have to become more accurate in its definition of purpose and intent. This will be accentuated by the anticipated reduction in college enrollments resulting from a lower birthrate. The loss of public school enrollment from a lower birthrate in the United States last year was 400,000. Inflation has guaranteed that lowered enrollments will not be accompanied by a reduction in gross costs. Fewer students taught at higher costs will inevitably cause public demand for greater specificity in goals and accountability. Competition for scarce public funds, not only among institutions of higher learning, but also among many other government units, may force demands for institutional integrity not heretofore considered necessary in higher education. It is therefore imperative that community college administrators seek intently for means to identify the role of the community college, not only within and among other institutions of higher education, but also in various community postsecondary educational enterprises. It is imperative that an institutional plan for integrated action be developed and maintained to compete effectively for scarce public funds.

Each of these three problems (role definition, development of institutional integrity, and accountability) deserves greater definition. Role definition for community colleges may become more difficult in the period ahead. The national demand for new postsecondary educational opportunities is unlikely to diminish. No one is entirely sure of the forms that it will take. Surely there will be "Classrooms in the Factories," "Classrooms in the Stores," "Classrooms Without Walls," and "Storefront Colleges." There will also be "Extended Universities" and "Extended Colleges." The role of the community college in this postsecondary educational ferment may be dominant or it may be peripheral, and whether one or the other may depend entirely on how well community college leaders are able to master a community

consultative process to define the role of the community college in that process.

Role definition, however, is not merely a process of defining the role of the community college within creative postsecondary educational programs of the community. Its role in more traditional higher education may be subject to substantial redefinition in the next fifteen years. An editorial in the December 1974 issue of the Phi Delta Kappan reports a declining interest in college attendance by young people of college age. Despite an increase since 1970 in the number of young people of college age, enrollments in higher education in the fall of 1973 were smaller than in 1970. This, coupled with fewer available students in the next fifteen years, may severely reduce enrollments in higher education for the foreseeable future. Inflated costs of higher education may very well expand immeasurably the demand for transfer education in the community colleges. On the other hand, a scramble for maintenance of enrollments by colleges and universities could well reduce the enrollments in community colleges. Whatever the result, it is clear that now is the time for community college leaders to master a consultative process to define the coming role of the community college within the higher education system.

Clarity of role definition, however, will accomplish little in securing public support if community college leaders are unable to put purpose into action to demonstrate their ability to fulfill the role adequately. This means that the role of the community college must be translated into specific educational tasks, assigned to individuals for accomplishment. The facilitating support of administrators and others must be described and accepted by individuals. The communication essential to cooperative effort must be clearly identified to assure coordination. In short, the organization should demonstrate that it can play the role it has developed, not only within the higher education system, but also in the community postsecondary educational program.

If these two steps of role definition and maintenance of organizational integrity can be taken, accountability sufficient to command public support may be possible. Specificity is imperative. Inflation has made it impossible to decrease demands on the public purse even with declining enrollments. Competition for scarce public funds is increasing. Many of the

competing demands are for tangibles important to the tax-paying public, e.g., welfare, public transportation, sewers, police stations and policemen, fire stations and firemen, national defense, and other government services. If the community college is unable to translate its accomplishments into something more than the intangible idea of an educated man, it may lose out in competition.

Under the leadership of Robert Melcher, the Management Responsibility Guidance (MRG) Corporation has developed a procedure that may have something to offer not only for role definition, but also for the development of an integrated management system. It has been tested in the East Los Angeles Community College. In the role-definition process, the Project Interaction technique developed for eighteen school districts in the state of Washington seems to have promise. Those districts have a group-process technique intended to develop a role definition for the public school among all the formal and informal educational programs existing in the communities involved.

The process used in East Los Angeles Community College was intended to develop an integrated organization capable of accountable action within its assigned responsibilities. The first procedure identified the tasks of the community college. The second step secured task acceptance and defined communication and task relations among administrators. It was expected that they would secure role definition, task acceptance, and patterned coordination among the rest of the staff.

Today we have had the opportunity to work out the MRG process in miniature with the assistance of Mr. Melcher and his staff.

Gary L. Riley

THE COMMUNITY AND ITS ENVIRONMENTAL RELATIONS: IDENTIFICATION, ASSESSMENT, AND IMPACT

In light of recent changes in economics, in characteristics of community college student population, and in administrative and governance patterns, the conference theme: "Educational Future in a Changing Environment," is timely and provocative.

> Never, perhaps, did this subject occupy the thoughts of so many persons and occupy them so earnestly. It certainly never excited more active controversy, or provoked more various or confident criticism, or was subjected to a greater variety of experiments than with us in these passing years. The remark is not infrequently made that college and university education are not merely agitated by reforms; they are rather convulsed by revolution--so unsettled are the minds of many who control public opinion, so sharp is the criticism of real or imagined defects in the old methods and studies, and so determined is the demand for sweeping and fundamental changes.
>
> President Noah Porter,[1]
> Yale College, 1871

This statement, by President Porter in his Inaugural Address to the Yale College Fellows a full century ago, is as timely now as it was then.

What meaning might we attach to these words in 1974 and what are the implications for community colleges?

Edmund J. Gleazer, Jr. described the emerging image of the community college as being community-based and performance-based. Thus, in his keynote address, he linked the community environment with performance outcomes resulting from client demands and needs, and from community expectations.

K. Patricia Cross identified new student populations, and analyzed emerging needs of certain students who, traditionally, have not been a part of the community college clientele.

Roger Garrison and a panel of experienced community college administrators and researchers sought solutions to the question of new faculty and old problems. They argued that perhaps even new faculties with new forms of training and new commitments to community college students are severely

limited in their opportunity to deal with old problems in traditional community college organizations.

Robert D. Melcher, who represented private enterprise, business, and industry, asserted that many community college systems are turning toward some form of management by objectives to identify educational priorities and to allocate functional responsibility to those of the organization who support the college's goals.

Edward Dodson, who has developed innovative projects in community involvement in educational decision-making, charged that concern for the needs of community must be translated into action programs that involve the community from conception to delivery of services. In such context, the college is the community, and the boundaries of the community college include, not exclude, the external environment.

Professors Alexander Astin, Helen Astin, and Allan Cartter of the UCLA Graduate School of Education addressed yet another set of environmental elements that affect community college administration and governance. Interinstitutional relationships, shifts in the academic marketplace, and changes in local, state, and federal funding make community colleges take note of manpower and economic needs as do other forms of "big business." Trends affecting the environment of private enterprise will also affect higher education. It is time that educators accepted this reality and all its implications.

Represented at the National Conference (and in this Occasional Report) are many points of view. All recognize that the community college's environment is changing, and most admit that the college itself must change in response. To the front-line administrator, however, it is difficult to know where to begin, which environmental element is most critical, and how to effect organizational change without undermining the structure and tradition of the institution. Fortunately, educational and organizational researchers have begun to look into these practical concerns. Among others, the research team of the Stanford Project on Academic Governance (SPAG) offers a conceptual framework for the study of environmental relations and their effect on academic governance.[2]

IDENTIFICATION AND ASSESSMENT OF ENVIRONMENTAL RELATIONS

Most research efforts (even most higher education conference themes) reflect a traditional concern for internal organization in the operation of colleges and universities. In recent years, however, organization theorists have become increasingly interested in the impact of the external environment on complex organizations.[3] Colleges and universities provide an excellent setting for the study of environmental pressure on professionalized organizations. The community college, above all others, stands as an institutional symbol of the environmentally-influenced academic organization. The community college movement was, as much as any other single factor, the result of institutional response to the particular social and educational needs of the American community.[4]

In the research by the SPAG investigators, it was demonstrated that an academic organization's ability to respond to external pressures is linked to the decision structures and decision processes within.[5] "Professional autonomy" is a critical feature of the decision-making activities that occur within the community organization. We are especially concerned, therefore, with anything that has a significant impact on administrators, faculty members, and their respective powers. Research has shown that environmental pressure is one of the major determinants of professional autonomy, and this relationship can be translated into the following proposition:

> The higher the social insulation of professional organizations, the higher the professional autonomy within them.

Conversely:

> The greater the environmental pressure, the lower the professional autonomy.

There are, of course, many kinds of external pressures that can affect the faculty and administration of the community college. For research purposes, and because the choices are intuitively meaningful to most practicing administrators, the following four environmental relationships will be considered: (1) the financial dependency of the institution on environmental support; (2) the client dependency of the college, referring to the size of the "client pool" from which new students are selected; (3) admissions

selectivity of the institution as an index of admission limitations caused by admission criteria; and, (4) direct political pressure, which frequently reflects an external countervalue pressure on the academic community in formulating policy and determining academic and budgetary practices. Most of the environmental elements addressed by conference speakers may be matched to one of the above four environmental relations.

1. Financial Dependency

All organizations must have adequate resources to survive and carry out their tasks. Control over the acquisition of operational funds, setting priorities for their use, and allocating them within the college determine much of the character and mission of the institution.

The community college is highly dependent on state, local, and combined state-local funds. Compared to other academic organizations, the community college has virtually no control over its operating budget as shown by a lack of federal funds, of endowment, of tuition-based funds, and of research monies. On a national average, over 85% of all community college financial support comes from the state and local population. In short, they are higher on the financial dependency scale than other academic organizations.[6]

2. & 3. Client Dependency and Selectivity

It is not surprising to learn that community colleges, the open-door set of higher education institutions, rank lowest of all on the College Entrance Examination Board Selectivity scale. Other than an age factor, and a high school diploma equivalency (which is waived in almost all cases), there are no admission criteria governing the selection of incoming students.

Thus, we discover that there is an almost perfect 1:1 ratio between applications for admission and entering freshmen in community colleges. "No-shows" undoubtedly account for the variations in the ratio on some community college campuses reported in the SPAG study.

We may say that community colleges are higher on the client dependency scale, (i.e., they exercise little if any selectivity in admissions, and they have nearly a perfect 1:1 application/admission ratio).

4. Political Pressures, External Countervalues, and Formal Control

When asked to rate the degree of external influence over internal

decision making and policy formulation, community colleges reported that, on a variety of issues, the community influence was equal to or greater than that of any other single group of decision-making participants. This does not mean that members of the community make decisions or formulate policy, but they exert influence through formal and informal channels. Incidentally, no other academic organizations reported comparable community influence.

Localization of formal control is another indicator of external influence. In most community college systems or districts, board members are elected locally, reside in the attendance area, and pay taxes in the district. This "localization" effect of formal control is unique to the community college, and accounts for the high rating on political pressure.

THE IMPACT OF ENVIRONMENTAL PRESSURE ON COMMUNITY COLLEGE GOVERNANCE

Persons reading this Occasional Report are probably familiar with the environmental relationships between the college and its community. One might even argue that its personnel certainly needed no major research project to tell them they depend on their environments!

However, we should be reminded that the community college data are only a small part of a major comparative analysis of governance patterns in all American institutions of higher education. The researchers needed an accurate assessment of environmental pressures to make comparative statements on differences in environmental impact on academic decision making and policy formulation. Nowhere else in higher education is this as strongly felt as in the community college.

In the various research reports published by the Stanford Center for the Study of the Teaching Environment, the researchers have reported on each of the environmental factors and their respective effects on academic governance. For our purposes, however, we simply report that all of the variables act in a fashion similar enough to allow us to form an environmental index, accomplished through factor analysis.

The important question, of course, is what differences exist between academic organizations with high environmental influence and those with moderate or low environmental influence. These differences are summarized as follows:

1. Community colleges, which have high environmental influence, are characterized as having high centralization of institutional decision making.

James Thompson explains this phenomenon as "dominant coalition." In any complex organization, different groups of specialists cluster around decision issues critical to the maintenance and integrity of the organization. In times of organizational stress, specialists coalesce around those issues that threaten the status quo. Now, who are the "experts" in the community college on the external environment? Surely not the part-time faculty member, or the professor of English literature, or the organic chemist who spends a part of his time on the third floor of the science building.

In the community college, the experts who deal with the external environment are, by and large, the members of the administration and, in some instances, the members of the board. Thus we find a powerful correlation between high external pressure and centralization of institutional decision making, $r = .68$.

2. Community colleges, which have high environmental influence, also have low professional autonomy.

Professional autonomy is defined as the ability of faculty to set institutional goals and to structure the organization to maximize professional concerns. Not only does the professional want control over the core tasks of teaching and curriculum, but he also needs to determine the way these tasks are accomplished.[7]

More specifically, professional autonomy means the ability of professionals to decide work patterns, to participate in major academic decisions, to be evaluated by professional peers, and to be relatively free to set their own instructional priorities. This autonomy applies not only to individual faculty members, but also to their academic departments. To determine the impact of high environmental pressure on professional autonomy, the researchers examined four distinct patterns: (1) peer evaluation; (2) departmental autonomy; (3) freedom from standardized work regulations; and (4) faculty involvement in overall decision making.

Strong correlational scores between high external influence and low professional autonomy, ranging from $r = .35$ to $r = .41$, reveal that community college governance patterns reflect relatively low faculty contribution to

critical decision outcomes in professional interests. As interest groups in the community bring increased pressure to bear on the academic organization, the faculty members and, indeed, the members of the administration, are forced to relinquish some control over the core-technology and central task-set of the institution. Power and influence are lost over such issues as faculty appointments, peer evaluation, courses offered within the departments, and the content of those that are offered. Rules and regulations tend to replace certain work prerogatives, such as keeping posted office hours, conditions of professional (off-campus) travel, and specification of courses to be taught by each faculty member from term to term.

Such being the case, the whole accountability movement is likely to reach first and foremost those community colleges with high environmental pressures. Moreover, as a set of institutions within the greater assortment of colleges and universities, the community colleges will be most likely to unionize as faculty members turn to extra-professional associations as a means of regaining the influence that is growing in the community.

IMPLICATIONS OF THE STATED FINDINGS

Unfortunately, because of limitations of language and certain value-sets within which most of us tend to function, we have painted a rather bleak picture of things to come in community college governance in a changing environment. Let us re-examine some of the findings, however, from a slightly different perspective.

First of all, it is not always in the best interests of community and students to allow professional autonomy to grow unchecked by organizational, financial, and other constraints of its patrons. Given unrestricted professional autonomy, most community college faculties would join their counterparts in the senior institutions in pursuing scholarly interests instead of teaching and community service. In time, therefore, we would witness the death of a valuable and vital form of higher education in this nation.

Secondly, institutional centralization of decision making is not quite as detrimental to the interests of faculty as some of the recent literature would have us believe. Effective community relations and effective management of environmental stress is more than a full-time job. Few community college faculty members, and even fewer university faculty members, would

be willing to take the time to join the decision-making core, (i.e., the dominant coalition), whose responsibility it is to deal with environmental pressure. In a very real sense, centralized decision-making bodies serve to buffer the faculty member from pressures external to the classroom and the laboratory.

Thirdly, given the seriousness of current financial conditions in higher education, we are forced to re-examine old priorities and to re-assess existing strengths and human resources. To paraphrase a comment by Lewis B. Mayhew, more and more demands are being placed on institutions of higher education by more and more people who are less and less willing to bear the burden of increased costs. Perhaps even the community college cannot be all things to all people. Perhaps the community college must accept the fact that each institution must do best what it can do best.

This means that community college boards of trustees, administrators, faculty members, students, and their communities must establish operating priorities based on existing needs. Perhaps some relate particularly strongly to the suggestions of Edmund Gleazer, and will attempt to establish in their own communities what is proposed in the Los Angeles Community College District with the establishment of a "Tenth Dimension" college. Perhaps some will revitalize the nearly atrophied Student Personnel Divisions of their community college campuses, and take to heart the suggestions of K. Patricia Cross.

Some may follow in the path of James Robinson of California State University at Long Beach and establish new Faculty Career Development Centers to re-train academics to meet emerging instructional needs and thereby salvage the great loss of human resources when undergraduate students no longer require four years of Greek.

Many who read this Report will turn to a management system such as that proposed by Robert Melcher. To those who do so, a word of caution: Melcher has not proposed a closed system. His model accommodates input from and by the community. Many management systems do not.

Of all this, only one thing is certain. The environment is, and it is changing. That our institutions change with it is not a matter of choice. Our personal choice is between planned and rational change, and planned and rational extinction.

FOOTNOTES

1. Porter, Noah. "Inaugural Address," in Addresses at the Inauguration of Professor Noah Porter, D.D., LL.D., as President of Yale College, Wednesday, October 11, 1871. (New York: 1871), p. 27.

2. The Stanford Project on Academic Governance was conducted in 1970-1972 by J. Victor Baldridge, David Curtis, George Ecker, and Gary L. Riley, all of Stanford University at that time. The project included a sample of 300 colleges and universities, 66,000 faculty members and administrators, and represented every state in the United States. The project was supported, in part, by the National Institute of Education, Contract Number OEC-6-10-078, Component 2D, and was hosted by the Stanford Center for Research and Development in Teaching, Stanford University, Stanford, California. Research documents are available from the Center upon request and for the duplication costs involved.

3. See Terreberry, Shirley. "The Evolution of Organizational Environments." Administrative Science Quarterly, 12, No. 4, (1968): 590-613.

4. See Clark, Burton R. The Open Door College, (New York: McGraw-Hill, 1960).

5. See "Academic Politics, Morale, and Involvement: Preliminary Findings of the Stanford Project on Academic Governance," compiled by J. Victor Baldridge, George P. Ecker, and Gary L. Riley, Research and Development Memorandum No. 100, Stanford Center for R&D in Teaching, Stanford University, Stanford, California, January 1973.

6. For a complete explanation of all environmental pressure scales see R&D Memorandum No. 100 from Note 5, above.

7. Baldridge, J. Victor, David P. Curtis, George P. Ecker, and Gary L. Riley, "The Impact of Institutional Size and Complexity on Faculty Autonomy." The Journal of Higher Education, Vol. XLIV, Number 7, October 1973, 532-547.

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11. Arthur M. Cohen, in collaboration with Florence B. Brawer. *Focus on Learning: Preparing Teachers for the Two-Year College*, 1968. Price, $2.00. ED 019 939
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